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ABSTRACT

A study was conducted in four metropolitan areas in Florida to determine: (1) the desired and actual roles of state agencies, community colleges, and public universities in promoting the achievement of the baccalaureate degree among urban students who begin their postsecondary education at community colleges; (2) the strengths and weaknesses of community college preparation as perceived by students and faculty; (3) the types of cooperation among government agencies and educational institutions that improve minority and low income students' chances for obtaining a bachelor's degree; and (4) needed changes in policies and programs. The study involved interviews conducted on participating campuses with administrators, department heads, faculty, and students; another series of interviews conducted with state-level policy makers and administrators; an analysis of current policies, procedures, and practices enhancing or preventing successful transfer of urban and minority students; and a comparison of the four Florida metropolitan areas with seven other urban areas nationwide. Among other findings, the study revealed that the Florida state government plays a more proactive role in postsecondary education than other state governments, that associate in arts degree students enjoy greater success in transferring than do associate in science degree students, and that articulation between universities and community colleges is weak in both policy and practice. The study report includes recommendations and appendixes include an overview of the Ford Foundation's Urban Community Colleges Transfer Opportunities Project, a set of profiles of areas and institutions included in this study, and materials on the Florida Project's planning meeting and participants. (EJV)

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ACHIEVEMENT OF THE BACCALAUREATE: FLORIDA POLICIES AND PRACTICES IN SELECTED URBAN AREAS

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March, 1986
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A Study carried out by the Center for State and Regional Higher Education, College of Education, The Florida State University at the request of the Postsecondary Education Planning Commission.

March, 1986
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I. BACKGROUND AND PURPOSE OF THE STUDY

The public policy undergirding American higher education is directed toward the ideal of equality and equity of educational opportunity. An array of institutions having significantly different missions and program emphases has been established in response to that public policy. An implicit assumption is that students who begin in an open access institution will, if successful, be able to move to other institutions providing different and more advanced opportunities (Students in Urban Settings: Achieving the Baccalaureate Degree, 1985).

An increasing national reputation for its public postsecondary education contributes to the image and appeal of Florida in addition to the warmth and sparkle of its sunshine. This positive reputation has been earned by a broad based commitment to public postsecondary education for all citizens of the state. The three broad goals of ACCESS, EQUITY, and EXCELLENCE (QUALITY) are enumerated as purposes of intiatives and priorities of the Legislature, rules and standards of the State Board, policies and programs of governing bodies as well as practices and services of the constituent institutions. Florida has developed its public postsecondary education in cadence with the population growth and economic development of the state itself. Now the sixth largest state by population and projected to grow to the fourth largest with 12.6 million people by 1990, vigilence and action will be needed to enhance, even sustain, the goals of ACCESS, EQUITY and EXCELLENCE.

The Postsecondary Education Planning Commission (PEPC) acknowledged its understanding of this critical problem by declaring in its 1984 Master Plan Supplement:

> Florida is at a critical juncture in its efforts to increase and to enhance the participation of minority and disadvantaged students in postsecondary education, and the stakes are high. More than ever before advanced education will be required for the vast majority of persons to function in a society increasingly based on information, technology and, most of all, on the ability to learn new ideas and skills. Unfortunately, it is still true that certain racial and ethnic groups of our population are disadvantaged with respect to the preparation and motivation to participate in education after high school.

The Problem

The problem confronting the state of Florida is not unlike that confronting the rest of the nation where participation rates suggest a student's socio-economic status (SES)* will not only be a predictor of entry to baccalaureate programs but also the persistance and success rate in such programs, whether at two-year or four-year institutions. A national longitudinal study of the activities and experiences of the 1980 class of high school seniors revealed high SES students (61%) were more than three times as likely to enter baccalaureate programs as were low SES students (19%) who also were twice as likely to withdraw after entry as were high SES entrants (NCES, 1984). Participation rates of middle SES students were consistently closer to the high SES group than the low SES group as well. Since minorities are disproportionately found in the lower SES, their baccalaureate entry and success pattern in Florida is similar to the SES pattern at the national level. And in Florida the Black undergraduate enrollment in public postsecondary education declined from 11 percent in 1977 to 9 percent in 1983. During the same period Hispanic undergraduate enrollment showed a steady increase from 4.6 percent to 6.4 percent although still not proportionate to general population ratios (PEPC, Master Plan Supplement No. 2).

As a result of the PEPC study of the present participation

*SES was derived from the five equally-weighted components: father's education, mother's education, family income, father's occupation, and household items. Then the three subgroup classifications of lowest, middle two and highest quartiles were based on weighted SES distribution.

rate and educational opportunities for minority and disadvantaged students, a series of policy and program recommendations were made. The recommendations covered such areas as effective K-12 education enhancement initiatives, linkages and cooperation between K-12 and postsecondary education, academic advising and support systems, recruitment of minority faculty and staff, financial aid, English language preparation, as well as information development and networking (Master Plan, Supplement Number 2).

At about the same time that the report was completed, the Executive Director of PEPC became aware of the Ford Foundation supported project involving Florida State University (FSU) and Arizona State University (ASU) aimed at examining baccalaureate opportunities for urban students (with emphasis upon minorities) who begin in urban community colleges and continue at nearby public universities. Urban centers in eight different states were to be studied, including one in Florida. FSU and ASU were to carry out independent case studies of four different urban areas each while using a coordinated research design. The investigation would focus on policies, practices and procedures at the state level as well as at the public urban university and community college level that enhance or impede achievement of the baccalaureate. The purpose of the Ford Foundation sponsored project was to provide information which could lead to improved opportunities for urban students to attain the baccalaureate degree. (A description of the study design and participating urban areas can be found in Appendix A).

The Florida Postsecondary Education Planning Commission in

March of 1984 requested the FSU Project Director to include four major metropolitan areas in Florida rather than the one encompassed in the Ford Project. In addition, the State University System, the Division of Community Colleges and each of the universities and community colleges in the metropolitan areas were also invited to participate. All agreed, resulting in the following institutions participating in the Florida study: Jacksonville/Duval County: University of North Florida and Florida Junior College at Jacksonville; Orlando/Orange County: University of Central Florida and Valencia Community College; Tampa-St. Petersburg/Hillsborough/ Pinellas Counties: University of South Florida, Hillsborough Community College and St. Petersburg Junior College; Miami/Dade County: Florida International University and Miami-Dade Community College. (Profiles of the areas and participating institutions can be found in Appendix B).

Study Design

Representatives of each of the participating institutions and the respective state agencies met in Tallahassee on June 19, 1984 to consider the nature and scope of the project and to agree on the study design. Six policy issues identified in the Ford Project were adopted to provide focus for the study. The policy issues to be examined were:

1. What is/should be the role of state government and its coordinating/regulatory agencies in promoting achievement of the baccalaureate among urban students who begin their postsecondary education in community colleges?

2. What is/should be the role of the urban community college in providing transfer opportunities for their students?

3. What is/should be the role of the public urban university in transforming opportunities in the community college into baccalaureate achievement?

4. What strengths and weaknesses do students and the faculty who teach them at a transfer institution attribute to their community college preparation?

5. What types of cooperation among urban community colleges, public urban universities, and state coordinating/regulatory agencies offer the most hope for improving the chances of minority and low income students for earning a baccalaureate degree?

6. What changes or enhancements to the policies, programs, and services of urban community colleges, urban universities, and state coordinating/regulatory agencies offer the greatest hope for improving baccalaureate achievement for minority and low income students?

During the June meeting, the Florida planning group reviewed the Ford Project study design developed cooperatively during a Planning Conference held in Tempe, Arizona by representatives of the participating institutions with the FSU and ASU Principal Investigators. The Florida planning group agreed the same methods and procedures should be followed in studying the four metropolitan areas in Florida. (Notes on the June meeting and list of participants can be found in Appendix C).

Extensive interviews were conducted on each campus with administrators, department heads, faculty and students. Issues discussed covered all aspects of the transfer process and institutional environment as related to urban and minority students. Included were policies and procedures in areas such as financial aid, orientation, the admissions process, academic advising, program and course placement, peer support, academic

performance and support services, faculty and administrative perspectives, as well as articulation with the community college or university in the same urban area.

A second component of the study was a series of interviews conducted with policy makers and administrators at the state level which revealed information pertaining to the same issues as those discussed within the institutions. Personnel included were from the office of the Commissioner of Education, the Postsecondary Education Planning Commission, the Board of Regents, the State Board of Community Colleges, the College Level Academic Skills Project, the Department of Education Office of Financial Aid and legislative staff members.

The final stage of the study consisted of an analysis of current policies, procedures and practices enhancing or preventing successful transfer of urban and minority students. The analysis was conducted by the researcher in conjunction with the information gathered in the first two stages of the research process as well as documents and publications from the participating institutions and state agencies.

A liaison person at each institution coordinated site visits of the principal investigator and research assistant, arranged for interviews with administrators and faculty, and provided institutional documents and related publications for use prior to the site visit and for subsequent analysis. Site visits were carried out in Florida between January and September of 1985 following those associated with the Ford Project.

II. FLORIDA'S POLICIES FOR BACCALAUREATE ACHIEVEMENT

World peace, economic stability, continuing search and discovery, individual growth with its accompanying sense of research- these will come to pass only when education poses enlightened and enterprising questions to youth and motivates their continuing curiosity to learn throughout adulthood. Education, viewed in this context, becomes far more than an annual expenditure item of budgeting; it is an all-important investment to guarantee a strong, skillful, and humane people. Support for education should be seen as an investment whose principle is repaid many times in the future, not just in terms of increased tax revenues but, more important, in terms of enlightened citizenship and a better society. Few governmental expenditures can claim the long-term, pervasive effects as these for education, whose results last for lifetimes (PEPC Master Plan, 1982).

One of the reasons the State of Florida has a growing national reputation for postsecondary education is the nature and scope of policies intended to provide ACCESS, EQUITY, and QUALITY through its public postsecondary education institutions. A brief description of the policies is provided to illustrate the scope and intent of public policy.

ACCESS

The ACCESS goal in Florida is addressed by the creation of the twenty-eight community colleges and nine universities designed and located to remove access barriers. The service area boundary plan for the public community/junior colleges adopted by the Legislature in 1959 was developed to make postsecondary education available within commuting distance of every citizen, thus removing distance barriers. In addition, each community college district was to have sufficient population to assure a critical mass enabling comprehensive educational programming and economic viability of the institutions.

The legislative mandate that the two-year institutions have open door admissions policies and be available to any citizen beyond high school age represents public policy directed at removing social barriers. The low tuition policies of the legislature and local boards of community college trustees as well as state financial assistance are intended to address the economic barriers confronting many people. As a consequence, the citizens of Florida have been provided an entry level for postsecondary education together with comprehensive educational programming that should enable anyone, regardless of social, economic, or educational background to have a place to begin when

using education as a vehicle for socio-economic mobility attributed by many to baccalaureate programs.

While it could be argued that the nine public universities of Florida also are elements of the ACCESS goal because of their regional locations throughout the state and their public tuition differential, Florida's community college system is strategic to the goal. Remove them from the postsecondary arena and their key role to ACCESS would be dramatically demonstrated.

EQUITY

Postsecondary education opportunity through ACCESS is not enough. Even the idea of equal opportunity falls short when the disparity of educational experiences for the youth of Florida are considered. The goal of EQUITY, on the other hand, suggests a state-level public policy that calls for every citizen to have a second chance through postsecondary education when earlier schooling was unequal. In the final analysis, articulation policies between the community colleges and public universities in Florida represent EQUITY objectives whether enacted by the Legislature, mandated by State Board of Education rule or spelled out by Board of Regents or Board of Trustee policies. The cornerstone of the EQUITY goal in Florida is based on the assumption that the community colleges and the public universities are complementary systems. The "sense" of system is essential even though it may not be reflected in the perceptions and actual practices at the operational level either within or among the community colleges and universities.

2 + 2 Concept: Florida enjoys a national reputation as a state dedicated to the 2 + 2 Concept wherein a student can expect to achieve the baccalaureate as a result of two years at the community college and two years at the public university. Legislators assume the 2 + 2 is operational for the majority of Floridians who attend college on a full-time basis and have the requisites for an articulated baccalaureate program, be it academic preparation, financial or motivational wherewithal. To accomplish the 2 + 2 Concept in Florida, the lower division and upper division designations are intended to provide structure and substance to the articulated progression of a student from two years at the community college to the upper division two years at the university. Critical to the substance and quality of such lower division academic work is Florida's policy for enrollment limits on lower divisions of the nine public universities. These enrollment limits have the effect of forcing nearly 60% of the baccalaureate bound high school graduates through the community college system. The policy results in a more representative segment of the high school graduate population in Florida's community colleges than found in any other state. It also strengthens the lower division education programming and contributes to the recognition that community colleges are for all socio-economic groups.

The Articulation Agreement: The Articulation Agreement between the commuity colleges and universities in Florida has earned national recognition and has served as a model emulated by many states and numerous institutions. The Articulation Agreement provides an assurance that an associate in arts degree

graduate of a community college will be admitted with upper division status upon acceptance by a Florida public university. A variety of other rights are inherent in the Articulation Agreement, including acceptance of course credits in approved programs and procedures intended to produce fairness to the transfer student and equity with the native student. It is the EQUITY policy of the state and central to the 2 + 2 Concept.

The Articulation Coordinating Committee: A component of the Articulation Agreement provides for a Coordinating Committee made up of representatives of the institutional levels and relevant state agencies. The Committee has jurisdiction over problems relevant to transfer between the community colleges and universities, the rights of students, and the continuity of programs and practices. The Committee is proactive, examining issues and potential areas of concern on an anticipatory basis to establish the policies that will result in a smoother and more effective progression of the student through the two levels of public postsecondary education in Florida.

SUS Articulation Officers: A second articulation policy that contributes to EQUITY and the resulting success of Florida's postsecondary baccalaureate education design is the provision that each of the public universities have an office responsible for articulation between the community colleges and the university. These offices provide a range of equity-related services. An ombudsman function is available for transfer students attending the university. A similar function can be provided for departments or individual faculty members who, at

the universities or at the community colleges seek resolution of misunderstandings, establish communication or handle grievances ranging from credit transfer arguments to inappropriate textbook or course content offerings at either institutional level. The requirement for the articulation office is a policy of the Board of Regents and represents a second distingushing characteristic of the Florida design contrasted with other states.

Common Course Designation and Numbering System: The common course numbering system in Florida is intended to produce equity in the lower and upper division programs of the community colleges and universities. This state policy is intended to assure consistency of definition of a course of study regardless of the institution or location where offered.

Academic Calendars: The shift of the State University System to the semester calendar represents yet another articulation policy in view of the resultant consistency of academic terms between and among the two-year colleges and the universities. This has contributed to smoother transition for community college transfers moving from one institution to another.

Information Sharing: A variety of state-level policies intended to provide EQUITY through information sharing are observable through the community colleges and universities in Florida. Each of the public universities is required by policy to produce academic advisement manuals which assist community college counselors and faculty in working with students aspiring to transfer to the upper division baccalaureate major of his/her choice. A state policy that the catalogue requirements for the

freshman year apply regardless of whether it be a native student or transfer student represents another EQUITY policy. Furthermore, requirements for reporting of progress of transfer students and feedback to the sending community college have provided valuable information for the two-year colleges to evaluate their offerings and determine program appropriateness and rigor. Florida is also working toward an electronic transcript system between the community colleges and the public universities which would facilitate transfer and contribute to the equity of the transfer student in the admissions and registration process.

CLAST: The College Level Academic Skills Test program represents another EQUITY policy. While some would argue that it is intended to assure academic quality, its minimum proficiency criteria suggests its major contribution will be to equity among transfer and native students.

The Gordon Rule: A State Board rule, named for the legislator who proposed it, establishes curriculum minimums in the areas of English and mathematics for all AA and baccalaureate degree programs. A minimum of six credits in mathematics (at college Algebra level or above), twelve credits in English, and required composition work are among the requirements.

CLAST/Gordon Rule Impact: In order to assist institutional transition as well as to strengthen remediation for those affected by the CLAST or Gordon Rule, an appropriation is made to lower the student/teacher ratio in the areas of writing and mathematics within the community colleges. These funds were

intended to achieve EQUITY for students with academic deficiencies.

College Prep: Provision for students having academic deficiencies has been provided by legislation that mandates the identification of such deficiencies prior to admission to course work of collegiate level and provides a mechanism for remediation of such deficiencies as part of the postsecondary education process. While not providing college level course credit, such programs are intended to offer equity of opportunity for those who have the ability but, for whatever reason, have not achieved commensurate with their potential. Students needing this program are eligible for an additional year of financial aid when pursuing the baccalaureate or the AA degree.

Financial Aid: The financial aid policies of Florida relevant to public postsecondary education are intended to remove financial barriers and thus equalize opportunity for students regardless of financial circumstances. In addition, the State Board has established a rule permitting up to an extra academic year of financial aid eligibility for those students who must spend time in remediation as a result of college prep or CLAST. High school students as well as community college students are informed of financial aid opportunities offered by the state or the public institutions through of software packages available as part of the electronic career counseling system known as CHOICES. This software is up-dated annually and serves a valuable purpose in assuring equity for students.

Minority Initiatives: A variety of policies intended to provide equity for minorities can be identified in Florida. Florida is one of the Adams case states which are under federal

desegregation mandate to remove vestiges of a dual system within the State University System. An Office for Equal Opportunity programs coordinates a state plan and monitors university policies and practices intended to assure participation of Black students on an equitable basis with White students. Both state and institutional plans call for special initiatives in the identification, recruitment, and admission of minority students as well as appropriate student and academic support services upon entry to the institution.

Another SUS policy which has been viewed as accommodating special needs of minorities is the provision for admissions criteria exceptions to be granted through a sliding scale of SAT scores, high school grades or approved alternative programs. In the latter instance, the university must present a plan outlining the exception policy together with the special provisions that are made to assure support services to those admitted.

Among the community colleges, a ruling of the State Board of Education in 1983 permitted institutions to use up to ten percent of the staff and program development appropriation for design, development, and implementation of programming initiatives devised to attract and support minority students.

Joint Use Initiatives: Additional strategies aimed at enhancing the 2 + 2 Concept and articulation policies include provision for construction at joint use facilities by the community colleges and universities. Positive working relationships and educational programming offer an opportunity for savings of capital construction while serving the citizenry

on a site or campus of one institution which includes the facilities and programming of another institution. By 1985, eight such joint use facility construction projects have been completed involving a community college and university. Another joint use intitiative has been provision for a joint catalogue involving a community college and university whereby the student is assured acceptance, continuity and full credit in pursuing the program of studies published in the joint catalogue.

Cooperative Trust Fund Grants: In an effort to encourage consortium initiatives and related cooperation among institutions, grants have been awarded for initiatives related to economic development as well as improved articulation. In the latter case, activities involving high schools, community colleges, and universities provide for joint use of faculty and/or programs intended to strengthen offerings, achieve curriculum continuity, or provide initiatives for minorities.

QUALITY

The third broad goal of QUALITY (also referred to as EXCELLENCE) is reflected in a series of policies at the state level dealing with minimum standards, which are often augmented by higher required standards at the individual institution level. In general, these policies have the effect of greater selectivity of students to be served.

Minimum Admissions Requirements: The Board of Regents (BOR) has established minimum admissions standards for entry into the freshman classes of the universities. A minimum of 2.5 in high school grade point average on a 4.0 scale together with a

combined SAT score of 900 or an ACT composite score of 19 with a specific number and type of academic course credits was established in August of 1985 for the State University System. Higher requirements may be established locally. However, one of the member institutions is authorized to exceed the student admissions exception policy.

Limited Access: The BOR has also provided a designation for certain programs which, because of greater student demand than capacity, enable a university to designate a BOR approved program as Limited Access. Such a designation permits more selective criteria to be imposed at the university level upon both native and transfer students who might be seeking admission to that major.

Dual Enrollment: The State Board of Education has provided for community colleges and school districts to establish programs intended to assist students whose academic achievement in high school is such that they can accelerate by receiving collegiate level course content during the senior year of high school when taught by a community college faculty member and for which both credit for high school graduation and collegiate course credit can be offered.

Indicators of Excellence: In 1983 a State Board rule was established calling for community colleges and universities to report annually on initiatives taken intended to foster quality in programming and enable students to proceed at accelerated rates.

Removal of Remediation in SUS: The legislature in 1984 mandated all academic deficiencies of less than collegiate level

be accommodated in community college remediation programs, thus removing such responsibility from the public universities. This policy was motivated by the desire to upgrade university programs as well as student clientele.

CC/SUS Feedback: The State Board has established a requirement that community colleges and universities provide student progress information for each school district in order to assist in curriculum enhancement. In addition, the SUS has shared its student course data file with the Division of Community Colleges as feedback to the twenty-eight community colleges on progress of their students in the respective universities.

Program Reviews: The legislature has required the universities and the community colleges to carry out an academic program review on a five-year cycle. This policy was motivated by the QUALITY goal.

Summary

The public policy framework for postsecondary education in Florida is extensive and comprehensive. The three broad goals of ACCESS, EQUITY, and QUALITY can be seen in the array of programs and requirements which have been proposed by the Postsecondary Education Planning Commission and adopted either by the Legislature or the State Board of Eduction. No other state has as many initiatives intended to assure postsecondary education opportunity to all citizens while contributing to the economic development and quality of life in the state.

III. THE REALITY OF PRACTICE: DIFFERENT INSTITUTIONAL CULTURES

The effective transfer of students from community colleges to universities is very important in Florida. Compared to other states, a much higher percentage of Florida students who earn the baccalaureate degree begin in a community college. Florida's 2 + 2 system depends on the continuity of a student's academic experience not being interrupted by transfer. Mechanically, the present procedures for the smooth and educationally effective movement of transfers from one sector or program to another are sound. They are based upon formal articulation agreements and advisory processes. On a substantive level, however, articulation is not as effective as it should be because faculty from the different segments too often do not communicate or jointly plan programs. Under these conditions, the continuity of student academic programs suffers and the effectiveness of the 2 + 2 is weakened (PEPC Master Plan, 1982).

Institutional Purposes and Priorities

An implicit assumption undergirding Florida's 2 + 2 Concept is a complementary, if not integrated, relationship between its public community colleges and its public universities. Observation and analysis of perceptions held by those within the organizations and operational practices make it clear different institutional cultures are reflected in the belief systems of universities and community colleges. These, in turn, can be seen in their different behaviors which give meaning to their belief. Parsons and Platt (1973) spoke of the core values of the university being graduate study and research. Faculty and administrators in the four Florida universities in this study reflected consistent agreement with that core value. They repeatedly declared the primacy of their university purpose or mission is knowledge generation. There was similar consistency among the four universities in seeing their scope of responsibility extended beyond the immediate metropolitan area, even the region, to national and international levels. The president of one university observed:

> When you examine the credentials of our faculty and the quality of our programs, you can understand why many refer to us as the emerging UCLA of the East. And we have accomplished as much in five years as they did in thirty years.

The vice president for academic affairs at another university observed:

> By the year 2010 they will refer to the "I-4 Corridor" as the Silicon Valley of Florida. It'll be comparable to the Route 128 Corridor in Massachusetts.

The provost at the third university declared:

> It is inappropriate to think of us as an urban university. Many visualize ours as a metro-mission which also is in error. This university is destined to be the flagship university in Florida.

At the fourth university, the president observed that while the knowledge base of that university "undergirds the economic development of the metropolitan area", most faculty and administrators see the influence of that university extending beyond the borders of Florida as a result of the growing emphasis on knowledge generation.

Planning priorities of each of the four universities clearly emphasized development of the economy of the metropolitan area in which each is located. It was equally obvious that planners and policy makers of the metropolitan areas agreed and consistently include the university as a major resource, particularly in the national quest for high tech and related smokeless industry.

The community colleges participating in the study were consistent in perceiving their purpose as providing education to the citizens of their service area with priority on knowledge dissemination through their teaching function. A president of one community college observed:

> While the Florida 2 + 2 Concept and the Articulation Agreement make this state the national pacesetter in providing both access and equity for those seeking the baccalaureate, we have a defect that is hard to overcome. For systems to work, they must have common blocks that fit together; hence, the academic work of the community colleges should have identifiable blocks against which to be programmed. Unfortunately, we have been moving away from these at the institutional and state levels.

The president at another community college observed:

> The community colleges in Florida have the strongest academic transfer programs of any state in the nation as a result of our Articulation Agreement. Let's face it, though, there is serious erosion taking place and the future does not look promising. Each of those universities refuse to be part of a state university system much less actually be part of an integrated system of community colleges and universities.

Another example of the difference in the community college culture and the university culture was discussed by the vice president of academic affairs at a community college who described differences in perceptions of the meaning of quality in higher education:

> When my university friends discuss their quest for national recognition, they invariably discuss quality as a key determinant. Translated, however, quality to them means greater and greater selectivity in who is admitted to their program. For us in the community college, on the other hand, quality is proof that there has been 'value added' to the student. When we have alumni come back to thank faculty members for the critical difference they made in that person's life, particularly those who originally came to us with poor study skills, academic deficiencies or poor self-concept, then we know we have delivered on the goal of quality.

When asked about the 2 + 2 Concept and articulation policies in Florida, it is here that the universities look upon their role quite differently than the community colleges. Administrators and faculty in the community colleges, on one hand, frequently spoke of the "sense of system" as a distinguishing characteristic when speaking of the success of Florida's postsecondary education. Their university counterparts, on the other hand, seldom spoke of such a "sense" and more often communicated the perception that their university was autonomous, even within the university system. There was general agreement that Florida is

acknowledged nationally for postsecondary education, but this usually was in the context of either universities or community colleges rather than that of the 2 + 2 Concept. As a result, the universities, with one exception, perceived transfer students and articulation issues as of secondary importance. Planning and strategizing related to student recruitment, curriculum and instruction, programming related to graduate and professional degrees, as well as student or academic support systems were conceived from the perspective of the native rather than the transfer student clientele.

While both universities and community colleges were critical of perceived inappropriate intrusion from legislation or State Board rule, community colleges generally expressed intentions to comply while university administrators and faculty often declared their intent to ignore specific requirements operationally. At one university, for example, both administrators and faculty declared the intent to ignore the CLAST requirement of successful completion of the four sub-tests before award of the degree. They gave as their justification the fact that policy had focused on the AA degree and was silent on a requisite for the baccalaureate degree.

At another university, a dean declared:

> Let's face it, the enrollment caps aren't keeping any of the universities from accepting as many students as they want. There's always a way around the bureaucratic rules they throw at us.

The strategic role of the community college relations officer in bridging the gap between the two cultures was recognized by observers in both the universities and the

community colleges. The community college relations officer in one of the four universities studied was mentioned repeatedly because of a variety of initiatives which had been undertaken aimed at developing understanding and support of articulation by faculty and administrators in that university with the community colleges. Additional evidence of the dynamic leadership could be found in daily communications of that university together with formal and informal events centered on the WHYs of the importance of the transfer student as well as the WHATs and HOWs of activities and events to attract and retain them. In this exemplary situation, officeholders ranging from admissions, registrar, and financial aid to academic department heads were clearly knowledgeable about the financial benefit from serving the transfer clientele as well as the success record of their transfer students. Interestingly, representatives of the community colleges in all four urban areas identified this institution and its community college relations director as the most successful in the state.

Faculty

The differences in the cultures of the university and the community college faculties are vividly portrayed in expressed value differences, reward systems, and perceived status. A woman faculty member at one of the universities expressed her succinct reasoning for rebuffing suggestions that face-to-face meetings and workshops with faculty at the nearby community college would

enhance understanding and articulation practices. She declared:

> There's no reason for us to get together for we have nothing in common. Our interests and concerns are appropriate with other social scientists, not social studies teachers.

At least some of the faculty interviewed on each of the university campuses were outspoken in judging community college faculty as inferior and the product of their teaching to be of poor quality. A university faculty member hypothesized that the problem actually resulted from the structure of the institution, observing:

> Community college faculty cannot be as good as the university faculty because they lose a perspective of what's ahead. Since they are not permitted to teach higher level courses, they become entrenched in the monotony of repeating the same elementary work over and over again. The absence of an opportunity to deal with the advanced courses makes it inevitable that community colleges will have a problem in attracting and maintaining quality faculty.

Community college faculty are aware of the criticism by some of the university community and counter with their own. The typical charge is that the university faculty are under constant pressure because of the "publish or perish" syndrome. Another common charge is that most lower division courses are taught by graduate students or junior professors. A division chairman in one community college declared, "Yes, we are criticized by those folks on the other side of town but it's interesting that they use four of our faculty as adjuncts."

The president of one of the community colleges identified another difference in the institutional cultures and different

faculty belief systems. He observed:

> Universities are unmanageable from the perspective of institutional change. After all, a university as an organization is a conglomerate of diverse faculty groupings which are so autonomous as to be immune to priorities of central administration. The departments each have their own policies, traditions, idiosyncrasies, and practices. While there's a great deal of faculty identification with the discipline and department in the community college, there is a perceptible commitment to the overall priority and direction of the institution itself.

Not all university faculty and administrators are critical, of course, and some even defend their community college counterparts. A department chairman observed, "We'd better not be critical of faculty members over there because the majority of them received their degree from this department."

In one of the urban areas the university and the community college had both employed faculty members from the other institution as adjuncts. In this case, there were more positive feelings expressed toward faculty and working relationships than was found in other areas.

When asked to identify the enhancers and barriers to achieving of the baccalaureate degree by urban students, additional differences between the cultures of the institutions could be detected. The university faculty often reflected the residential tradition of higher education calling for full-time rather than part-time students. The key to this enhancer would be provision for additional dormitories. In several cases, university faculty were convinced that limited access designation for their program would increase the number and quality of baccalaureate degree recipients.

The community college faculty, on the other hand, were more

oriented to the non-traditional student. They were concerned with ways to help students overcome barriers whether academic, social or economic. They thought of their typical student as attending part-time and carrying only one or two courses. These faculty also credited the Articulation Agreement and the Articulation Coordinating Committee with enhancing fairness to community college transfer students in such areas as course credit, content continuity, and equity in grading. They saw the limited access programs of the universities as barriers to baccalaureate achievement.

In summary, a contrast could be seen in the fact that community college faculty tended to identify with the policies and practices supporting the ACCESS and EQUITY goals while the university faculty tended to espouse the provisions most closely associated with the QUALITY goals.

Student Support Services

Apparent differences in assumptions undergirding academic and student services of the community colleges and universities also point to different cultures. Community college administrators and faculty typically claim distinction because of their supportive environment together with policies and practices intended to be supportive of the student from initial admissions until graduation. It was not unusual to find some university faculty and administrators also acknowledging the supportive environment of

the community college. The provost at one university declared:

> The community college serves an appropriate role for students who have financial need or who need transition from the high school setting to the university setting. Our two sons attended _____ Community College and they definitely received better support, advisement, and teaching there than they would have experienced at this university. The large classes and the impersonal nature of the university campus is detrimental to some students.

He indicated he personally had advised a number of students who came to his university initially and then encountered difficulties to go to the community college for assistance before continuing at the university level. Several faculty and administrators on each of the university campuses expressed a similar sentiment and acknowledged that they had counseled some student aspirants to begin at the community college. At the same time, however, the community college's supportive environment was seen as detrimental by most university people interviewed and even some in the community colleges as well. A community college department chair declared his institution "coddled" students too much, contributing to what he believed was a tendency for their students to experience transfer shock upon moving to the university. A university counselor declared:

> The community college makes a student dependent; yet, we expect them to be self-directed and independent when they come to this campus. The real world at this university expects the student to be self-directed and capable of self-sufficiency.

Among the student support services examined in the study were Admissions, Registration, Orientation and Advising, Assessment Procedures, Testing and Placement as well as Financial Aid.

Admissions and Recruitment: The four universities in the Florida study, as did all of the Florida Project universities, favored recruitment of high school graduates for their lower division over recruitment of community college transfer students for the upper division. Furthermore, they concentrate on suburban high schools, preferring their products over both inner city and rural high schools. Regardless of the magnitude and constancy of hard data to the contrary from internal documents, state studies, and the literature, university faculty and administrators declare native students (first-time-in-college entrants) are academically superior to transfers and most successful in completing the baccalaureate programs.

Simultaneously, there is unanimity in the perception that community college transfer students are less well prepared, are greater retention risks, and seldom complete baccalaureate programs. This perception was also found in the survey of SUS faculty carried out by the Committee on Higher Education of the Florida House of Representatives. Interestingly, the faculty in the participating universities in this study were more certain and generally more critical of community college transfers than the other five universities in the SUS in response to the question in The House Committee survey: "Please compare the performance of community college transfer students with native undergraduates at your university." Over 60 percent of the faculty respondents in two of the universities in this study indicated transfers were worse than natives while only 9.5 percent to 22.6 percent felt they did not know. An average of 35.9 percent of the faculties in the other universities felt they

did not know the difference between transfers and natives. A similar discrepancy existed among the faculties who rated the performance of transfer students as better or as well as native students, with only 18.4 percent of the faculties in this study as contrasted with 23.1 percent of the other SUS faculties seeing transfers performing as well or better than natives (1984, B16).

The vice president for academic affairs at one university reported there had been considerable discussion among the faculty at his university that community college students are inadequately prepared and the only possible way for that institution to become a truly distinguished university will be through its own native students. He declared:

> The faculty can pick out the transfer students among our native students by observing the calibre of classroom interaction as well as by the result of course examinations.

The same official described the 2 + 2 Concept in Florida as a catastrophe. He exclaimed sympathy for those "forced to attend" community colleges, describing them as "victims of the system" but suggested Florida is the greatest loser because:

> There is a higher percentage of high school students from this region of Florida going to out-of-state institutions because our enrollment caps keep us from accepting them. They simply wish to avoid going to the community college.

When asked if he had hard data on the assertion, he admitted he did not. He did feel the community college represents a point of access for minorities although he was not clear as to whether there was enough.

An associate vice president for academic affairs in a different university acknowledged the community colleges have

provided access for many low socio-economic status students who otherwise would not have had access to postsecondary education. He described a revelation he experienced upon moving from the position of Professor of Psychology to his present administrative office:

> When I was a Psychology Professor, I believed community colleges were second rate institutions serving second rate students and producing mediocrity. In my present position I've become aware of the fact that over 60% of our undergraduate population are transfer students and their success has made me aware how wrong my earlier conceptualization was. Of course, there is still that type of view or attitude among the faculty in many of the academic departments and we simply must continue efforts to educate them to the reality of the transfer phenomenon.

All of the institutions studied, universities or community colleges, indicated recruitment initiatives intended to attract minority students. Among the universities use of minority admissions recruiters, high school recruitment visitations, visits by ninth through eleventh grade students to the university campus, and special summer programs were operating. Interestingly, at one of the universities the School of Engineering has a minority population almost three times greater than the minority enrollment for the entire university. It is noteworthy in view of the fact their engineering programs have been designated as Limited Access under the SUS policies, thereby providing for more selective admissions criteria than for other programs in the university. When asked the reason for such high minority representation within the school, the Dean of Engineering observed that it was a priority among his faculty and administrators and described an array of initiatives which were regularly carried out. They have an Engineer's Week observance

during which local high school math and science teachers are asked to escort their "pride students" to the campus where a planned program of activities is offered by the School of Engineering culminating in a picnic. The dean observed with disappointment:

> The absence of parental interest or involvement with educational aspiration of their children is evidenced by the small number who attend the day's events or the picnic even though they are invited to accompany their "pride student". Many times I wonder if this does not explain the low retention and success rate among our minority students.

When asked to identify the most successful ingredient for attracting and retaining minority students in engineering, the dean expressed belief that peer student role models are critical; even more important than mentor faculty types. He observed, however, that among his staff were one Black, two Hispanic, and two Asian faculty members. He felt they play a significant role in the affirmative action success of that School of Engineering.

Community college recruitment and admissions strategies for minorities were consistent with those of the universities but involved greater use of minority students in the recruitment process together with minority admissions counselors. Little was reported involving community agencies in minority recruitment, however. One community college used Staff and Program Development funds to support an experimental program for black students involving faculty mentors, home visits, social events and student academic program planning. There was a general feeling expressed among each of the community colleges that they were doing well in attracting and admitting minorities. The

director of student academic and support services at one of the community colleges observed that very low graduation rates of the county schools in which his institution was located make it incumbent upon community colleges to work with school districts to promote greater success rates there in the interests of advancing the cause of minority participation in postsecondary education. He observed that they had hired minority high school counselors on a part-time basis as a way to foster articulation, recruit minorities, and to cultivate closer coordination in encouraging school youth to believe in education as a vehicle for upward mobility.

Orientation and Advising: One of the participating universities has an extensive orientation program designed for transfer students and sponsored by the Community College Relations Office. The orientation day includes sessions on registration procedures, general regulations of the university, a tour of the campus, and an opportunity to visit with advisors or counselors of the respective colleges and schools. Student evaluation of the event has been consistently and uniformly positive. The other universities declared their policy was to include transfer students in the regular orientation process which is developed for all new students, both incoming freshmen and transfer students. It is noteworthy that comments from the latter three institutions tended to be more critical of community colleges and their preparation of students for university life than was the case at the university where orientation had been tailored to the transfer clientele. An interesting contradiction was reflected in the comments of two university critics. One an

associate dean of students reported:

> Our major problem is being sure students get accurate information. When they come from the community college, they have a tendency to be self-advising. So many of our community college transfer students make fallacious assumptions about courses and the prerequisites and find later on that they have a major problem in meeting degree requirements. Students should not be able to get through without working with a faculty advisor but the community college seems to have spoiled them.

Another interpretation of the "self-advising" was suggested in the comment of a community college faculty member who declared:

> Our low income students fear being humiliated. Asking questions suggests they don't know the answer and not knowing the answer is translated as being dumb. As a consequence, we must convince them asking questions is learning and learning is empowerment.

In contrast, an admissions counselor at another university declared their community college transfers are too dependent on advisors. She felt this was caused by coddling and too much direction and involvement in the academic life of the student.

Assessment Procedures: All of the community colleges have moved toward academic assessment and mandatory placement policies for all entering students. Two of the institutions have stated mandatory policies while the others report the reality of practice at their college is tantamount to required placement. All of the institutions claim this posture preceded the state policies under College Prep. As one community college dean observed:

> We used to put the burden of responsibility on the student with our old voluntary policies but now we correctly place that responsibility on our shoulders by requiring them to get the help when they need it and to design a realistic educational program plan.

Student Financial Aid: All of the institutions, universities and community colleges, reported satisfaction with their financial aid program as well as the working relationship between institutions in the case of transfer students. The universal concern was fear of reductions in federal financial aid programs and the absence of compensating state dollars. There was consensus that the major void for low income students is the requirement that a student be full-time to be eligible. While some institutional dollars are available for part-time student support, several of the financial aid officers expressed the view that the pattern of many students taking from eight to ten years to complete the baccalaureate is traceable to the need to "stop out" in order to work.

Educational Program Practices

The general education core requirement inherent in the 2 + 2 Concept and built into the Articulation Agreement has resulted in most of the public universities in Florida having a distinguishable lower division program. One of the universities in this study, however, has developed a philosophy and rationale which deviates from the prevailing pattern. The vice president for academic affairs at that institution observed they want to be different:

> We did not want to be viewed as having a 2 + 2 and thereby being equated to a community college. By spreading the core requirement over the four years, we offer our incoming students an opportunity to experience some of the specialization courses during their freshman and sophomore years. Furthermore, we require 48 to 50 credit hours in General Education including a foreign language which makes our program distinctive.

When asked whether that design could prove problematic for

transfer students and whether there might be any complications in meeting the state requirements under the CLAST requirement, he indicated that they had not studied either issue formally or systematically. He readily admitted that his faculty are openly critical of transfer students and publicly declare the superiority of their native students. It should be noted that the extreme sentiment was also present in the responses of this university to the SUS Faculty Survey of the Committee on Higher Education of the Florida House of Representatives (1984). Faculty and staff at the nearby community college claim their graduates often describe that university campus as hostile and one where faculty often ridicule the community college, its faculty, and its programs during classroom discussion.

In several instances, good working relationships were reported between several community college departments and their counterparts at the nearby university. In most cases, such rapport was attributable to faculty members from the departments getting together, whether on a professional or social basis. In one of the urban areas, as previously reported, employment of adjuncts from the respective faculties had enhanced awareness of the program priorities and faculty approaches at the respective campuses. (Even there, however, could be found the critics as reflected in the declaration of an associate dean, "Employing those adjuncts means nothing because they don't function as our resident faculty members.") In several cases faculty teams worked on common projects. It was also reported that several such teams were undertaking projects intended to assist local

high schools in their programming.

When asked to analyze the problems of underprepared students as well as the problems of minority students, a series of interesting hypotheses emerged. Several mathematics faculty hypothesized the cumulative nature of math is such that the absence of a continued and sequential quantitative background from the earliest schools on is the derivation of problems encountered by many students and particularly those of low socio-economic status. It was observed that underprepared students avoid math, typically delaying taking a required course as long as possible. At the same time, it was observed such patterns may be the consequence of stereotyping which could take place during the earliest school years. It was noted women had been stereotyped as non-quantitatively oriented but recent attendance patterns suggest otherwise. The myth was revealed through women's rights initiatives such as math anxiety programs. Several faculty hypothesized Black students may be the victims of such stereotyping and suggested math anxiety approaches might profitably be pursued as a remedy.

Interestingly, several community college English faculty hypothesized a similar phenomenon exists in writing. One observed that composition writing is dependent upon thought processes and conceptualizing that are sequential and require extended periods for development and assimilation requiring long time periods. Her linguistics background led her to believe it is fallacious to expect writing deficiencies to be correctable in time frames other than several years.

At one community college where the library was known as the

Learning Resource Center, discussion of the non-traditional student as a learner provoked the following observation:

> Our minority students are visually literate, even when they are poor readers. They tend to learn better from the use of non-print media in classrooms than from books and other print media. Our faculty utilize this reality without considering the consequences on reading development. We are experiencing growing use of non-print media by our faculty and a decline in assigned library work.

The media director in their learning resource center observed that more and more faculty are using films and related audio-visual aids as the basis for student writing in complying with the Gordon Rule rather than having students write as a result of assigned readings. He observed, "Our humanities faculty are the highest users of non-print media with science and the applied art areas next in line."

Another librarian was critical of the testing policies and procedures at her college since faculty have increasingly used multiple choice type tests, often utilizing computer test item banks and related automated processing. She declared:

> Our Hispanic minority is particularly prone to memorize. I don't know whether it is a cultural pattern or the product of their schooling. But they tend not to organize their thinking in any kind of synthesis nor do they analytically question what they have been learning. Yet, our testing policies reinforce that rote memorization.

The AS Degree Phenomenon

Florida's AS degree programs are intended to prepare graduates for immediate entry into technical, para-professional, or mid-management positions. In most other states such programs are covered by a degree designation that inserts the word 'Applied' in the title resulting in the Associate in Applied Arts

or the Associate in Applied Science. (In those states the Associate in Science would be a transfer degree denoting emphasis in the natural sciences.)

The Florida Articulation Agreement seeks to protect the integrity of the transfer AA degree programs by limiting recognition and protection only to AA degree graduates. Those who transfer before graduation must comply with institutional policies and on a course-by-course basis. The Articulation Agreement provides that AS degree graduates must follow a similar path. Their transcript is examined on a course-by-course basis and the nature and scope of course credits awarded is a matter of individual university policy.

The fact that AS degree graduates do seek baccalaureate experience is evidenced by the fact that over 1,000 community college AS graduates each year have enrolled in the state university system since 1978. The universities in this study enrolled 69 percent of the AS degree graduates accepted in the university system in 1984-85 (see Table A).

Table A

AS Degree Holders Registered in Florida Universities
1984-1985

Florida A & M University	21
Florida Atlantic University	56
Florida International University	202
Florida State University	82
University of Central Florida	271
University of Florida	52
University of North Florida	143
University of South Florida	310
University of West Florida	206

The five community colleges participating in this Study

produced forty-five percent of the AS degree transfer students coming from all twenty-eight community college districts in Florida (see Table B).

Table B

AS Degree Transfers to Florida Universities in 1984-85 for Community Colleges in this Study

Florida Junior College at Jacksonville	148
Hillsborough Community College	81
Miami-Dade Community College	183
St. Petersburg Junior College	139
Valencia Community College	57

An analysis of the majors pursued by the transfers suggests some are attracted by applied baccalaureate programs in such areas as Electronic Engineering Technology, Architectural Design and Construction Technology, Operations Technology, and Design Technology. Others may be pursuing capstone baccalaureate degree paths, but many are in majors that traditionally would presume an academic general education background (see Table C).

Table C

Academic Majors with 10 or More AS Degree Transfer Students for 1984-85 at Florida Universities in This Study

University of Central Florida

Major
Business Management & Administration
Computer and Information Science
Electrical, Electronics, Commun. Engineer.
Design Technology
Electronic Engineering Technology
Engineering Technology
Operations Technoogy
Nursing

Florida International University

Major
Business Management & Administration
Hotel and Restaurant Management
Computer and Information Science
Engineering Tech. Architectural Design & Construction Technology
Electronic Engineering Technology
Industrial Technology
Health Sciences & Health Care Administration
Liberal General Studies

University of North Florida

Major
Allied Health Services
Computer and Information Science
Engineering Technology
Nursing

University of South Florida

Major
Business, General
Accounting
Business Management & Administration
Elementary Education
Engineering, General
Electrical, Electronics, Commun. Engineer.
Engineering Technology
Nursing
Natural Sciences
Criminal Justice Studies (Protective Sciences)

The question is whether the state articulation policies and the institutional policies are appropriate for the AS degree transfer population.

Faculty and administrators in the participating universities indicated that some program-to-program agreements between specific community colleges had been developed. This was on an ad hoc basis, however, and varied according to the perception of the nature and quality of the community college programs involved. There was some evidence, however, that other university faculty did not understand the fact that the AS degree student had pursued course work intended for job entry. At one university,

for example, the Dean of the School of Education reported they refused to accept three courses dealing with educational psychology and theories of learning, accusing the community college of intruding in upper division level work. But upon further examination, it became clear that she was referring to AS degree graduates who had pursued child care majors at the community college. She apparently was unaware that the courses under scrutiny were designed for those who would work in child care centers, not for transfer to the university. The Committee on Higher Education of the Florida House of Representatives found similar confusion between the 2000 level courses in community colleges intended for AS programs and the 3000 level courses in some universities. It found further complications resulting from requirements of some professional accreditation agencies that contributed to the confusion and debate. The major difficulty, however, was the extreme disparity in treatment by the same university in treating AS degree transfers (1985, p. 48).

Summary

The 1982 Master Plan observed effectiveness of Florida's articulation provisions was less than could be because faculty and staff in the public universities and community colleges too often do not communicte or plan programs jointly. In reality, each represent different cultures from mission priority to faculty value systems. Hence, communicating and joint planning can only materialize when overt, sincere efforts are made to understand and honor the differences while accepting the mutual responsibilities and roles in achieving effective articulation.

A number of provocative observations were made concerning educational program practices that may provide new insights on instructional strategies to serve minority students. While these ideas often were from individuals only, they represent the sincerity and reflectiveness of faculty in serving their student clienteles. Furthermore, such ideas offer the potential for collaborative study and experimentation between the community colleges and universities that could "make the difference". Institutional self-interest can be served while jointly tackling the complex barriers for many minority and disadvantaged students, ranging from learning-related to emerging curriculum paths.

IV. THE STUDENT CULTURE: AN ACCIDENT OF BIRTH?

Scenario: Middle class family moving to new metropolitan area meets with realtor to discuss prospective new residence. What is the first question if there are school age children to be considered?....

Few citizens have contemplated the inference of the question heard by every realtor: "Where are the good schools?" Yet, each time it is thought or asked, the question acknowledges the belief that schools vary qualitatively and thus educational opportunity is not, in reality, equitable. Yet, it is generally accepted low income citizens when moving to a new metropolitan area must probably ask the question, "How much is the rent?" While the low socio-economic status family may believe in the importance and worth of education the same as the middle socio-economic status family, reality dictates different priorities and consequently, many times different educational opportunities.

An interesting speculation evolved from the interviews with faculty of the universities and community colleges with reference to cultures and socio-economic status. In the Greater Miami area the Hispanic population is made up of many different cultural groups from the Caribbean, Central and South America. Among them are immigrants from the higher socio-eonomic strata of their native country as well as those from the middle and low socio-economic strata. The faculty observe a difference in the orientation toward the importance of education, and the parental expectation and motivation for their prodigy to pursue a college education can be detected in relation to the socio-economic status of the family. According to this hypothesis, students from the high socio-economic status family will receive support and will be expected to pursue a college education to a far greater extent than will be the case for the student of a low socio-economic status family. A dean at the urban campus of one of the community colleges observed he had previously served at

the most rural campus of that college where programs for migrants were instituted in response to the agricultural economy of the area. He observed:

> Migrants, regardless of race, suffer educationally because they have no continuity. Furthermore, they are ignored in the education process. But now that I am here at this campus, I observe the same phenomenon about our inner city students. They may have more continuity than the migrants, but they have not grasped the reality that in order to succeed in education, they will need to conform to middle class standards.

The hypotheses generated by university and community college staff in this study suggests socio-economic status may be underestimated in the strategies for postsecondary education response.

Weis (1985), a sociologist, studied experiences of Black students in an urban community college in upstate New York. She found the majority of the students in her study perceived post-secondary education as "a way out" or as "a way up". She observed, however, that the traditions, values, and expectations of the college as reflected in its policies and practices as well as the attitudes and expectations of the faculty assume "mainstream culture" (middle class) standards. Among such standards expected in the college setting are (1) submissive attitude toward authority and knowledge rather than belligerence and nonconformity, (2) promptness and consistency in attendance patterns, (3) written and oral use of standard English as well as (4) a code of conduct. Those who succeeded in the urban community college environment she studied were able to adopt the "mainstream culture" of the college even though they might need to shift to the expectations and mores of their neighborhoods

upon leaving the college. Weis found that those who were unable to recognize the need to or were unwilling to adopt the "mainstream culture" were doomed to failure.

The dean at one of the Florida community colleges, an anthropologist by background, observed:

> We must recognize the difference between racism and subcultures as deterrents to postsecondary education. When the color of one's skin influences academic advising or grades in courses, you have racism. When it is an inability to communicate because of difference in dialect or when a student doesn't seem to attach the same importance to homework and report writing, you have a problem of different cultures. Each requires its own strategy if we are to achieve true egalitarian goals.

The Students Speak

As a part of this and the Ford Project study two activities were carried out to gain perspectives of the students. An autobiographical essay describing home environment, educational goals and background was produced by a sample population of urban community college students. The other activity involved a survey of transfer students attending the public universities.

Who Are They? The autobiographical essays were analyzed in an effort to gain a picture of the students as persons and to augment the composite and comparative analyses of statistical data. Based on content analysis, descriptive categories were developed which best reflected characteristics of the individuals. Among the categories were the Self-Discoverers who reflected growing self-awareness and understanding as a result of life experiences or education; the self-awareness could be a consequence of unanticipated success or painful failure.

The Non-Conformists category describes those individuals willing to persist in education in spite of ridicule or expressed objections from families or neighborhood friends. Their quest for education is at variance with the cultural values of their environment. Several categories generate both admiration and sympathy such as The Self-Worth Seekers who pursue postsecondary education in a quest for approval or appreciation in the eyes of others or of self. They are obvious candidates for a supportive environment in the educational institution. The Believers are those who have an abiding faith, whether in education itself or belief in God or both. In view of the problems and unpleasant experiences in earlier schooling reported in many of the essays, it is remarkable such persistent belief in education as a key to a better life was expressed in numerous essays.

The categories may be viewed as characteristics and hence, several may be found in the auto-biographic description of an individual. The following quoted section of a selected paper is illustrative:

> "Great people are ordinary people with extraordinary amounts of determination." When I decided to return to school, my confidence was low and community college seemed to be the perfect beginning, since it offered the small size and friendly atmosphere I needed.
>
> As the single parent of three children, my education will benefit not only my future but theirs and this is where determination comes into focus. What greater incentive than to provide a secure future for the three people I most love? Of course, there are obstacles that must be overcome. On an adult's level of understanding, it is alright for me to do without to further my education, but to ask three small children to understand that there won't be any Christmas because Momma has to pay tuition is a painful dilemma. They are making sacrifices that children should not have to

This category represented a large segment of the population; interestingly, the Self-Discoverers tended to blame or fault themselves rather than their circumstances in life. A second category, The Undecideds, was also prominent among the student population, marked by undecidedness about an academic major or a future career path. The Innocents was a category characterized by guilelessness and trust whether reflective of self-innocence or innocence of "the system".

A fourth category reflected in the essays was that of The Immigrants, either those coming from other nations and countries or those immigrating from other regions of the United States. In many cases they experienced comparable problems in meeting the expectation of standard English described by Weis because of a foreign language or a dialectic language difference. Another group was The Perseverers who, because of tenacious commitment, effort, patience, and persistance, were committed to pursuing the promise of education over countless years. The human drama of struggling against odds, of questing for career goals as well as the individual or family sacrifices confronting such students suggests the need for institutional policies and practices quite different from those designed for the traditional college student from middle and upper income families.

Another category identifiable from the essays was The Devotees, whose strong sense of love and dedication for members of the family is reflected in frequent vows "to repay" or "to make proud". In some cases such devotion was aimed at siblings for whom sacrifices were being directed and received.

make. Indeed, this is reason enough to dig in and succeed to repay their sweet obligation. I, however, also have a strong desire to be the best that I can be. I do not want to look back in retrospect and say, 'I could have been...'. I want to say, 'I am.' There are times when I'm not sure who my peer group is at school. Certainly, the majority of students seem naive, immature and out of touch with issues which concern me. They have parents paying their bills; they have someone doing their laundry and cooking for them. Exhaustion from doing all of these activities, working and going to school full-time are completely foreign to them. How can I relate?

I've been told, on more than one occasion, that my expectations are grandiose. Perhaps for these people they are, but not for me. Initially, I feared that I may have set my goals too high for a 29 year old female. But the tenacity of my Scotch, Irish, English background has kept me going for the past two years. I am now 31 and ready to graduate having accumulated a grade point average of 3.8. My confidence has increased along with my desire to go further in my education. I now know that I will have not overassessed my capabilities and I can succeed in school.

When I graduate in April I will be going to _____ University to continue my growth. I am going into mass communications and intend to receive my BA in this area. Whether or not I have the courage and stamina to continue for a Ph.D. remains unknown. But for now, I do have the determination and desire to better my life and my children's.

A number of themes emerged from the essays which were true of the Florida study population as well as the Ford Project population. The two reasons for selecting the community college overwhelmingly were its low cost and its proximity to the student. Difference could be discerned between two groups who expressed concern with finances, however. Those from low income families expressed fear of being able to pay for the high cost of textbooks and even for the cost of public transportation. The other group, also concerned about finances, reported worry over paying for automobile insurance or the operating costs of their

automobile. In most instances they were living at home and frequently indicated their financial worries were a result of parental expectations for the student to carry a part of the burden. It was evident that such students were more frequently from middle income families. The same was true when contrasting full-time and part-time student backgrounds.

The Survey: The survey of transfer students attending public universities sought to determine their level of satisfaction at both the community college and the university as well as their perception of the programmatic and qualitative differences. The Florida population of transfer students was consistent with the Ford Project population in some aspects and different in others. They were similar in the time for deciding to transfer, approximately 20 percent of the minority students decided to transfer to the university after completing their community college program while roughly a third decided on the baccalaureate while attending their community college. The Florida group was also similar in expressing approval of the supportive environment of their community college, although they identified social activities and student centers of the university to be better and more extensive than those in the community college. In view of the large segment of community college students who needed assistance in writing, reading, and computing, a surprisingly small percentage report problems after transfer to the university. Furthermore, as many as 60 percent of the respondents indicated their elementary and secondary school preparation was adequate for the college experience.

The Florida group and the Ford Project group differed in

the number of course credits completed before transfer and the number accepted by the university upon transfer. In both cases, Florida students fared better than the respondent transfer students in other states.

Summary

Florida's ACCESS goal is predicated on egalitarian rather than elitist principles. The pluralistic nature of the student clienteles served by Florida's public postsecondary education evidences success in reaching non-traditional students. There is increasing speculation, however, that ACCESS will need to be promoted by other agencies and organizations as well as postsecondary institutions. While the community college culture and university culture may be different, both educational institutions function on an expectancy of "mainstream culture" standards. Attitudes toward authority and knowledge, appropriate use of time, code of conduct and use of standard English are among those standards that are enhancers for some students and barriers for others simply because of environmental background.

Human characteristics of non-traditional students are comparable to those of traditional students from the perspective of questing, self-discovery, and faith. The difference is that the traditional student can think in terms of a four or five-year time period for achieving the goal, and often on a residential campus pursuing as a program of studies (not course-by-course), while the non-traditional student must persist for seven, nine, or even more years, taking coursework complicated by conflicting responsibilities or availability.

V. STUDENT OUTCOMES

... A clear sense of educational sequence and progression must be established, some would say re-established. To have meaning, this progression must be outlined by definitive standards of entry and exit at each major transition point in the continuum: high school graduation, college entry, qualification for upper level study, admission into graduate and professional education (PEPC Master Plan Supplement).

Several of the universities reported existence of one or more internal studies of transfer students in relation to questions dealing with retention, grade point average, or actual graduation. Interestingly, results of these studies typically verified the generalization that the products of Florida's community colleges are successfully transferring to its public universities and are then achieving commensurate with those students who began their study at the university. A study comparing the performance of community college students and native students in high technology programs, engineering and computer science was carried out at the University of Central Florida with emphasis on student mathematical preparation. Students who completed their mathematical prerequisites at three community colleges were compared with a group of native students who completed their prerequisites at the university. The findings revealed no statistically significant difference among the performance of the two populations and the researchers noted, "Therefore, one could conclude that performance in engineering courses was independent of the institution in which the calculus prerequisites were completed " (Coleman, Talmadge, and Bolte, 1984).

A study of undergraduate attrition and graduation rates at the University of South Florida compared the first-time-in-college (native) student with community college transfer students and other transfer students in a longitudinal study covering three entering classes (1974-75 through 1976-77) and tracked over eight, seven, and six years respectively. That study found upper level community college transfer students to have the highest

graduation rate (61%) in contrast to the other student types that had approximately a 50% graduation rate within eight years (Gravely, 1983). The latter study also found graduation rates for White, Black, and other minority students were nearly identical after six years. This finding agrees with the results of a study by the Board of Regents Office of Equal Opportunity Programs that shows Black community college transfers have a better retention rate at the end of five years than do their first-time-in-college counterparts (Student Retention Within the State University System of Florida, 1985).

As part of this study, three different entering classes were examined for progression and retention of students two years later. Analysis was carried out for each of the universities in this study as well as for the State University System. Table D reports progression and retention of first-time-in-college (FTIC) students, community college transfer students (JC) and Other Transfer students.* Florida's community college transfer students consistently graduated at higher rates after two years than did the Other Transfers with 36 percent for 1980-81 class, 36 percent for 1981-82 and 34 percent for 1982-83 compared with a system-wide graduation rate of Other Transfer students for the same years being 29 percent, 27 percent, and 28 percent respectively. In addition, the segment of the Other Transfer student population that did not enroll after two years exceeded

* It should be noted that FTIC columns reflect the end of the sophomore year while the JC Transfer and Other Transfer columns reflect the end of the typical senior year. Therefore, comparison is appropriate only between community college transfer and other transfer populations.

TABLE D

STATE UNIVERSITY SYSTEM OF FLORIDA

PROGRESSION AND RETENTION OF FTIC, JC AND OTHER TRANSFER STUDENTS AFTER TWO YEARS FOR CLASSES 1980-81 THROUGH 1982-83

	CLASS OF 1980-81						CLASS OF 1981-82						CLASS OF 1982-83					
	Other Transfers		JC Transfers		FTIC		Other Transfers		JC Transfers		FTIC		Other Transfers		JC Transfers		FTIC	
Total Enrolled:	4,723		13,912		10,392		3,970		13,396		10,238		4,626		14,640		9,273	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
1st. FTE Yr.	80	2%	127	1%	226	2%	67	2%	87	1%	215	2%	98	2%	85	0	245	3%
2nd. " "	117	25%	181	1%	1714	16%	77	2%	102	1%	1313	13%	70	1%	101	1%	1445	16%
3rd. " "	413	9%	1511	11%	4787	46%	364	9%	1327	10%	4807	47%	361	8%	1708	12%	4821	52%
4th. " "	626	13%	2247	16%	453	4%	580	15%	2334	17%	1006	10%	686	15%	2811	19%	487	5%
5th. " "	250	5%	744	5%	7	0	320	8%	1007	7%	41	0	340	7%	967	7%	5	0
GRAD.	1364	29%	5003	36%	136	1%	1073	27%	4758	36%	64	1%	1315	28%	4992	34%	83	1%
Not Enrolled	1873	40%	4099	29%	3069	30%	1489	38%	3781	28%	2792	27%	1756	38%	3976	27%	2187	24%
Composition of Not Enrolled:																		
White	.39		.29		.29		.37		.28		.27		.37		.27		.24	
Black	.47		.38		.37		.44		.34		.29		.47		.32		.26	
Hispanic	.42		.27		.25		.37		.26		.26		.40		.25		.19	
Asian	.40		.25		.16		.34		.18		.18		.33		.23		.20	
American Indian	.46		.40		.46		.38		.48		.27		.50		.53		.67	
Not Reported	.43		.27		.29		.28		.28		.25		.35		.27		.22	
Total Not Enrolled	.40		.29		.30		.38		.28		.27		.38		.27		.24	

NOTE: Percentages rounded to two places.

SOURCE: Student Data Course File
SUS Mgmt. Info. System

that of the community college transfer students with 40 percent of the 1980-81 class not enrolled, 38 percent of the 1981-82 class not enrolled and 38 percent of the 1982-83 class not enrolled in contrast to Florida's community college transfer students who were 29 percent, 28 percent, and 27 percent respectively. Thus, the community college transfer students consistently were at least ten percentage points better in retention rate than were the Other Transfer student population.

The data were then examined for each of the four universities participating in this study. Tables E, F, and G report progression and retention for the classes 1980-81 through 1982-83. Again, community college transfer students fared well in contrast to other transfers with the exception of their experience at Florida International University. The community college transfers after two years graduate at as much as ten percent higher than do other transfer students. The low graduation rate of community college transfers was 22 percent for the 1982-83 class at FIU where community college transfers also fared poorly for the classes of 1981-82 and 1980-81. In fact, the completion rate for community college transfers at FIU has dropped each year since 1980-81.

TABLE E

PROGRESSION AND RETENTION OF FTIC, JC AND OTHER TRANSFER STUDENTS AFTER TWO YEARS

CLASS FOR ACADEMIC YEAR 1980-81

		Florida International University						University of Central Florida						University of North Florida						University of South Florida					
		FTIC		JC		OTHER TRANSFERS		FTIC		JC		OTHER TRANSFERS		FTIC		JC		OTHER TRANSFERS		FTIC		JC		OTHER TRANSFERS	
Total Enrolled:		N/C		1,595		700		1,372		1,825		997		N/C		785		328		2,518		2,407		1,919	
		#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
1st. FTE Yr.	N	-		23	1%	12	2%	23	2%	7	0	9	1%	N -	3	0	5	2%		116	5%	25	1%	33	2%
2nd. " "	O	-		14	1%	3	0	247	18%	16	1%	26	3%	O -	5	1%	10	3%		413	16%	43	2%	55	3%
3rd. " "	-	-		266	17%	41	6%	453	33%	146	8%	88	9%	- -	97	12%	18	5%		471	19%	294	12%	176	9%
4th. " "	C	-		278	17%	92	13%	67	5%	263	14%	113	11%	C -	124	16%	23	7%		67	3%	383	16%	257	13%
5th. " "	L	-		34	2%	13	2%	1	0	135	7%	77	8%	L -	20	3%	9	3%		3	0	84	3%	87	5%
GRAD/COMP	A	-		467	29%	286	41%	34	2%	656	36%	259	26%	A -	260	33%	102	31%		24	1%	772	32%	462	24%
Total Not Enrolled	S	-		513	32%	253	36%	547	40%	602	33%	425	43%	S -	276	35%	161	49%		924	37%	806	33%	849	44%
Composition of Not Enrolled:																									
White				.34		.35		.40		.32		.42				.35		.49		.37		.32		.45	
Black				.43		.35		.48		.53		.50				.40		.38		.42		.49		.56	
Hispanic				.29		.41		.34		.39		.55				.13		.75		.30		.32		.42	
Asian				.16		.36		.20		.46		.37				.75		.50		.29		0		0	
American Indian				.75		0		.50		.50		0				0		0		.50		.50		.38	
Not Reported				.30		.33		.31		.28		.34				.25		.70		.39		.31		.32	
Total Not Enrolled				.32		.36		.40		.33		.43				.35		.49		.37		.33		.44	

NOTE: Percentages rounded to two places.

SOURCE: Student Data Course File
SUS Mgmt. Info. System

FTIC - First Time in College
JC - (Junior) Community College

TABLE F

PROGRESSION AND RETENTION OF FTIC, JC AND OTHER TRANSFER STUDENTS AFTER TWO YEARS

CLASS FOR ACADEMIC YEAR 1981-82

	Florida International University						University of Central Florida						University of North Florida						University of South Florida					
	FTIC		JC		OTHER TRANSFERS		FTIC		JC		OTHER TRANSFERS		FTIC		JC		OTHER TRANSFERS		FTIC		JC		OTHER TRANSFERS	
Total Enrolled:	183		1,409		451		1,320		1,937		928				685		275		2,386		2,462		1,552	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
1st. FTE Yr.	11	6%	9	1%	4	1%	20	2%	5	0	8	0	M	-	1	0	3	1%	90	4%	24	1%	31	2%
2nd. " "	24	13%	2	0	1	0	121	9%	10	1%	11	1%	O	-	1	0	14	5%	401	17%	32	1%	38	2%
3rd. " "	84	46%	223	16%	34	8%	437	33%	129	7%	76	8%	-	-	80	12%	16	6%	933	39%	286	12%	143	9%
4th. " "	11	6%	313	22%	78	17%	170	13%	273	14%	111	12%	C	-	124	18%	23	8%	86	4%	426	17%	213	14%
5th. " "	1	0	66	5%	16	4%	19	1%	209	11%	103	11%	L	-	41	6%	12	4%	2	0	100	%	69	4%
GRAD/COMP	2	0	385	27%	187	41%	15	1%	665	34%	200	22%	A	-	203	30%	87	32%	22	1%	796	32%	430	28%
Total Not Enrolled	50	27%	411	29%	131	29%	538	41%	646	33%	419	45%	S S	-	235	34%	120	44%	852	36%	798	32%	628	40%
Composition of Not Enrolled:																								
White	.30		.31		.29		.40		.32		.45				.35		.44		.37		.31		.41	
Black	.36		.35		.27		.54		.47		.50				.35		.35		.35		.47		.55	
Hispanic	.22		.26		.34		.43		.37		.46				.44		1.00		.29		.30		.35	
Asian	.33		.19		.21		.38		.28		.44				.40		.50		.14		.30		.17	
American Indian	0		0		0		.50		.67		.33				0		0		.40		0		.75	
Not Reported	.67		.31		.21		.25		.35		.33				.20		.30		.40		.48		.27	
Total Not Enrolled	.27		.29		.29		.41		.33		.45				.34		.44		.36		.32		.40	

NOTE: Percentages rounded to two places.

SOURCE: Student Data Course File
SUS Mgmt. Info. System

TABLE G

PROGRESSION AND RETENTION OF FTIC, JC AND OTHER TRANSFER STUDENTS AFTER TWO YEARS

CLASS FOR ACADEMIC YEAR 1982-83

	Florida International University						University of Central Florida						University of North Florida						University of South Florida					
	FTIC		JC		OTHER TRANSFERS		FTIC		JC		OTHER TRANSFERS		FTIC		JC		OTHERS TRANSFERS		FTIC		JC		OTHER TRANSFERS	
Total Enrolled:	352		2,301				1,228		2,272				N/C		787		347		2,358		2,535		1,577	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
1st. FTE Yr.	16	5%	13	1%	2	0	20	2%	8	0	18	2%	N	-	6	1%	20	6%	115	5%	16	1%	27	2%
2nd, " "	76	22%	7	0	6	1%	211	17%	13	1%	13	1%	O	-	3	0	9	3%	390	17%	20	1%	39	2%
3rd, " "	152	43%	400	17%	96	13%	419	34%	191	8%	75	8%	-	-	87	11%	17	5%	985	42%	305	12%	119	8%
4th " "	27	8%	581	25%	102	13%	87	7%	370	16%	143	14%	C	-	138	18%	30	9%	69	3%	462	18%	212	13%
5th " "	0	0	95	4%	29	4%	2	0	201	9%	115	11%	L	-	38	5%	20	6%	2	0	99	4%	93	6%
GRAD/COMP	2	1%	529	23%	295	38%	21	2%	728	32%	227	22%	A	-	238	30%	101	29%	20	1%	850	34%	441	28%
Total Not Enrolled	79	22%	676	29%	259	33%	468	38%	761	33%	450	43%	S S	-	277	35%	150	43%	777	33%	783	31%	646	41%
Composition of Not Enrolled:																								
White	.25		.34		.34		.36		.33		.42				.36		.43		.34		.30		.42	
Black	.32		.40		.39		.59		.41		.61				.32		.44		.37		.42		.42	
Hispanic	.19		.25		.32		.46		.39		.53				.44		1.00		.21		.33		.34	
Asian	.13		.28		.08		.45		.29		.45				.30		.25		.29		.36		.45	
American Indian	0		.50		0		.50		.60		1.00				1.00		0		1.00		.50		.67	
Not Reported	.20		.33		.42		.40		.42		.28				.22		.38		.29		.41		.26	
Total Not Enrolled	.22		.29		.33		.38		.33		.43				.35		.43		.33		.31		.41	

NOTE: Percentages rounded to two places.

SOURCE: Student Data Course File
SUS Mgmt. Info. System

With the exception of FIU, community college transfers had lower percentages of students not enrolled after two years in contrast with either the Other Transfer students or the first-time-in-college population. As previously observed, the FTIC group reflect the freshman and sophomore years at the universities. Community college transfers tend not to persist at FIU comparable to persistance at the other three universities studied nor do they graduate from FIU in ratios comparable to the community college transfers in the other three universities either.

When examined from the perspective of minorities, the data revealed Asian and White students persisted at rates higher than any other group of students in all four universities. This was true for any category whether FTIC, Community College Transfers, or Other Transfers. There were only slight exceptions among ethnic groups in particular classes. The highest percentages not enrolled after two years were among American Indians followed by Blacks and Hispanics. It should be noted that the actual number of American Indians is extremely low, usually fewer than four in any category; hence, percentages reflect progression of only one or two individuals. Nevertheless, attrition among such a small population suggests significant problems for Florida's American Indian students who number less than 100 in the total university system and reflect a comparable progression pattern system-wide. Retention patterns for Blacks suggest a similar critical area for concern.

It should be noted that data on ethnic/racial group success in passing three or four of the four sub-tests of CLAST

in 1983 reveals American Indian examinees consistently exceeded all groups except Whites; yet their retention in the SUS was lowest of all groups (PEPC Master Plan Supplement #2).

Summary

Contrary to the perceptions of some university faculty and administrators, Florida community college transfer students have been found to perform satisfactorily and to have favorable graduation rates in studies carried out within the universities themselves. In addition, the student course data file of the State University System verifies a more consistent, positive pattern of persistence and graduation of Florida community college transfer students than exhibited by the population of other transfer students. It may be hypothesized that even greater success would accrue if there were positive perceptions and constructive efforts by the critics.

VI. THE FORD STUDY

Unfortunately, state legislated or regulated policies do not guarantee effective transfer. Articulation in its most essential form calls for cooperation, and cooperation depends too frequently on the perceived benefits derived by participating institutions rather than the needs of those they serve. And so actual cooperation, as distinct from legislative policies, is governed first by the law of supply and demand, and second, by the personality and preferences of those involved. When there are too few high school graduates to maintain desired enrollment levels, articulation improves; when personalities clash, articulation deteriorates. The tone for the implementation of articulation policies is established by institutional leaders. Where strong leaders emphasize the importance of institutional cooperation, policies work. Where institutional leaders are lukewarm, or even hostile toward institutional cooperation, policies have little bearing on the transfer opportunities provided to individual students (Ford Report).

The Ford Foundation Project involving the FSU/ASU study of eight metropolitan areas was concerned with the relationship of urban community colleges and public universities with particular emphasis on experiences of minority students. It examined state, university, and community college level policies and practices. Some of the findings of that study are relevant to the Florida Project.

State Policies and Practices

Among the eight states examined, Florida has the most extensive and comprehensive policies intended to assure access to the baccalaureate for all citizens as well as to provide equity in that opportunity. One of the other eight states had articulation legislation while all but one of the remaining states had some type of articulation policy sponsored by the state coordinating board for higher education. The eighth state had only a position paper, over ten years old, advocating articulation between public two-year and four-year institutions. The state with the legislated articulation requirement had also developed the 2 + 2 Concept for its public two-year and four-year institutions. The general education core of the Florida AA degree is more clearly defined and consistent than is found in the other states, however. In fact, most of the states were more concerned with assurances of the transferability of course credits than for recognition of the associate degree. As a consequence, students attending Florida community colleges are more apt to complete degree requirements and graduate than are community college students in the other states. This is particularly noteworthy in view of the research literature that

indicates both persistence and overall academic success in baccalaureate programs for community college students are in direct proportion to the longevity within the community college. Those who graduate from a community college have significantly higher success rates than those who transfer during their second year; those who transfer after the first year have even less success at the baccalaureate institution.

As part of the Ford Project, a survey of community college transfer students attending the public universities was carried out. Two interesting findings are relevant to Florida. First, Florida students report less loss of course credit and more satisfaction with their community college experience than do students in the other states. This can be attributed to the state policies guaranteeing students credit for their community college work. A second finding of significance is the fact that approximately one-fifth of minorities indicated they decided to go on for their baccalaureate degree after having left the community college, dispelling the assumption that baccalaureate seekers have firm educational plans from the time of high school.

Institutional Policies and Practices

Perhaps one of the most surprising findings in the Ford Project was the positive articulation practices taking place between an urban community college and a public university in the state where there was no official state level articulation policy...merely an outdated position paper. Upon closer analysis, however, it became clear that the positive working relationship between that urban university and community college

was the result of positive attitudes between both faculties growing out of tradition as well as perception and practice. The community college faculty perceived the university as friendly because its president and trustees had played a strategic historic role in championing the establishment of community colleges in that state in spite of opposition from a flagship university branch campus system. The positive attitudes of the university faculty, on the other hand, could be traced to loyalty and continued advocacy of the founder's quest for that institution to "serve first generation" college students in that city. Now a comprehensive research university, that institution is perceived as hospitable by the community college transfer students as well as the community college faculty and staff. The implication, of course, is that practices are a reflection of the beliefs and attitudes of the actors, regardless of the policies at the local or state level.

Florida's universities are distinguished by provision of the Community College Relations Office. The evidence supports the conclusion that the ombudsman function for students and for resolution of misunderstandings between community colleges and the university as well as the locus for ongoing communication serves Florida exceedingly well. This Office has facilitated acceptance of the responsibility for working together despite the reality of fundamental differences in the cultures of the community college and the university. The Florida Study also demonstrated that transfer students, administrators and faculty recognize the benefits that result from an articulation office that is dedicated, enthusiastic, and productive.

The Ford Foundation Project also revealed differences in the belief systems and behavior of the community college and university cultures. The Grail for a university is to become a major research institution having a national, even international, reputation for quality. Reduced to common terms, quality equates to greater and greater selectivity among students and faculty. Faculty identify their alma mater, even their major professor, as though it were part of a pedigree. The same faculty will point to the more selective admissions criteria as evidence of the commitment to quality. This is true at the department and division level, resulting in a perception that the more limited the enrollment, the greater the rigor and quality of the program.

The recent decision of the Florida Board of Regents to raise the admissions criteria for the univerisities has similarly been interpreted to the public as evidence of enhanced quality within the universities. Pressure to have programs designated by the Board of Regents as "Limited Access" are consistent with the university culture found in the Ford Study.

The community college culture, on the other hand, identifies the teaching function as its distinctiveness. There is a genuine belief that the student is the benefactor of that distinctiveness. There is a belief that many students have not learned how to learn and thus quality can be related to the difference in the student prior to admission in contrast to when leaving the institution. Community colleges believe such development and achievement represents "value added" that is basic to the mission of the institution. Such belief requires a willingness to work

with students regardless of their skills, competencies, and academic background upon entry by diagnosing and then designing appropriate educational experiences that take them from where they are to a level or standard that is consistent with collegiate work.

The frame of reference thus is quite different for faculty and administrators in community colleges and universities. The question becomes whether policies calling for articulation between the two can work. And if they can, how well? The evidence strongly suggests the answer is dependent upon a positive attitude on the part of both institutions and their respective faculties and staffs.

Promoting Minority and Disadvantaged Student Achievement

A number of promising strategies for promoting minority and disadvantaged student achievement of the baccalaureate were identified during the Ford Project and the Florida Study. A number of community colleges in the northern states have initiated motivational programs for minorities and the disadvantaged intended to be incentives or reinforcements of progress. One college has an annual awards ceremony in addition to the typical commencement exercise when students are given awards and certificates of merit for such achievements as greatest increase in GPA, Dean's List recognition, honors awards, and special recognition for achievement in mathematics and the physical sciences. Another college has a program of "community sponsors" where minority leaders of the community are asked to serve as a sponsor for selected disadvantaged students.

In Florida, a noteworthy initiative has been implemented

with support from the McKnight Foundation and the State of Florida. Centers of Excellence have been established within the minority neighborhoods, particularly in the Black churches, where various strategies for improving the educational achievement of Black youngsters are carried out. Sunday school teachers are asked to have their students carry out a writing assignment on the Sunday school lesson for the following week. Tutoring services and study groups are being convened in church rooms where Black volunteerism can instill educational goals and assist in the basic skills development of children at the earliest age. In addition, the McKnight programs sponsored a state-wide competition called the Black Brain Bowl intended to stimulate constructive competition. Another program is called RISE-n-FLY which contains thousands of questions and facts concerning Black history and culture used to stimulate competition while inculcating a sense of cultural identity. The McKnight programs in higher education in Florida are an initiative which is without parallel in the nation.

Summary

The Ford Foundation Study revealed Florida has the most extensive and comprehensive state level policies intended to assure access and equity of baccalaureate opportunity. Furthermore, its articulation policies contribute to less course credit loss for its community college transfer students upon entry to its universities. However, The Ford Study also revealed transfer success was more dependent upon policies and practices of the receiving university than any state articulation policy.

In Florida, the community college relations officer has facilitated positive working relationships between the university and the community college. Articulation success in Florida has been enhanced by this ombudsman function.

Florida also has initiated a number of promising strategies to promote baccalaureate achievment by minority and disadvantaged students. Noteworthy is the McKnight Foundation sponsored Centers of Excellence aimed at instilling educational goals and basic skills of Black children which utilizes the power of the Black churches.

VII. CONCLUSIONS AND RECOMMENDATIONS

If we are to do justice to individual differences, if we are to provide suitable education...., then we must cultivate diversity in our higher education system to correspond to the diversity of the clientele. ... But we cannot hope to create or to maintain such diversity unless we honor the various aspects of that diversity. Each of the different kinds of instituitons has a significant part to play in creating the total pattern, and each should be allowed to play its role with honor and recognition (Gardner, 1961).

Six policy issues were examined in this study. Site interviews were carried out at each of the participating universities and community colleges and existing documents and information systems were utilized to address the questions. In addition, the four metropolitan areas in Florida were contrasted with seven urban areas examined by the Ford Foundation Project.

> What is/should be the role of state government and its coordinating/regulatory agencies in promoting achievement of the baccalaureate among urban students who begin their postsecondary education in community colleges?

A more proactive role emanates from the state level in Florida than any of the seven other states studied in the Ford Project. As evidenced by the scope and range of state policies concerning the 2 + 2 Concept and articulation, the Legislature, State Board, and Board of Regents are measurably more concerned with public community colleges and universities providing baccalaureate education in a smooth and articulated manner than can be found in the other states. Interestingly, such state level involvement was seen as undesirable and intrusive by policy makers and decision makers, particularly at the institutional level, in the other states. Furthermore, the Florida House of Representatives Committee on Higher Education heard similar criticism during its hearings on articulation between the community colleges and universities (1985). There were concerns about too much structure, infringement on institutional autonomy, and violation of academic freedom principles. Nevertheless, Florida community colleges are serving an ACCESS role for a greater proportion of baccalaureate bound students than was found in any other state.

Larger percentages of Florida's students successfully transfer to the upper division of public universities than do students in any other state. In the Fall of 1983, 42.2 percent of all undergraduates in the SUS were community college transfers. Also, Florida's transfer students lose less course credit than do community college transfer students in other states with 79 percent of the 43,748 community college transfers in 1983 having 60 semester hours or more upon entering the SUS. Finally, the persistence and graduation rates of Florida community college transfer students are as good or better than that of Other Transfer students, whether in Florida or in other states.

Recommendations: Florida should preserve and continue to strengthen the 2 + 2 Concept as well as the sense of system among its public community colleges and universities. Use of the ACCESS, EQUITY, and QUALITY goals as the frame of reference for policy development as well as incentive funding has proven to be effective and should be continued. The major problem area yet to be completely understood and addressed is the plight of many low socio-economic status students who need assistance in recognizing the need for and identifying the way to satisfy the institutional culture expectations of higher education.

The Board of Regents should continue its support of the 2 + 2 Concept and articulation in Florida by maintaining the lower division enrollment limits. This policy has proven effective in maintaining the vitality of the transfer function of Florida community colleges. Since the Limited Access policy is intended to address an over demand for certain programs, a sunset policy

for review should be established in the interest of equity for all students. Finally, the BOR should utilize the academic program review process to encourage cooperation among university and community college faculties thereby contributing to curriculum articulation as well as improved relationships. This could be achieved by providing that program review committees of the universities include faculty members from nearby community colleges. This would both provide a local perspective and discourage the out-of-state consultants from inappropriate declarations or judgments on Florida's system or on transfer (as reportedly occurs during these reviews).

State level community college policies, whether established by the State Board of Community Colleges or the State Board of Education, should recognize the importance of an articulation office for the community colleges which carries out the ombudsman function similar to the community college articulation officer at the universities. The evidence is clear that community colleges are confronted with articulation issues for high schools at the entry level as well as universities at the exit level. The present accommodation observed at the institutional level is superficial, if existent at all.

A state level community college student course data file comparable to that presently existent within the SUS should be developed and maintained. In addition, development of the joint electronic transcript system between the SUS and community colleges should be established as high priority.

What is/should be the role of the urban community college in providing transfer opportunities for their students?

By state policy, community colleges in Florida represent the point of access for a majority of baccalaureate-oriented students, and they are successfully preparing students for transfer to the upper division within their AA degree programs. At the same time, the AS degree program has been accommodating a sizable number of students who later transfer to the universities. These students do not enjoy statewide guarantees and protection as do the AA degree transfers.

The ACCESS goals of Florida challenge community colleges for strategies and initiatives that will assist students from their earliest years of schooling to gain an understanding of their potential as well as the requirements to successfully use public postsecondary education to be all that they can be.

Recommendations: Community colleges should examine the experiences of their AS degree students who subsequently transfer for upper division baccalaureate work. Program-by-program articulation agreements as well as determination of common barriers or experiences statewide could result in appropriate amendments to the state's Articulation Agreement.

Community colleges also should assume a responsibility for organizing community, school, and even neighborhood groups in assisting students who, by accident of birth, encounter barriers (attitudinal, cultural, or intellectual) in using postsecondary education for mobility.

What is/should be the role of the public urban university in transforming opportunities in the community college into baccalaureate achievement?

The universities in both the Florida Study and the Ford Foundation Study perceive their role primarily for native first-time-in-college students and only secondarily for community college transfer students. While the reality in both studies was that urban universities rely upon transfer students for over half of their upper division enrollments, this fact was not acknowledged in word or deed at most universities studied. In Florida, only two of the universities in the study had initiatives that would warrant being described as promoting the community college transfer programs and these were not found in every college or school of the university.

One Florida university president in responding to the question of the major barrier to articulation, flatly declared, "The arrogance of the universities!" To change such attitudes will require deliberate and continuous efforts.

Recommendations: The leadership of Florida's universities should institute activities that raise the awareness of faculty and staff about the economic and educational importance of the 2 + 2 Concept and articulation in Florida. Documentation of the success of transfer students will not be enough since perceptions and attitudes are rooted in traditions and perspectives that reflect the culture of the university. Hence, activities should not only be directed at faculty but special orientation of transfer students should be provided as well. Assisting transfer students to understand the university culture can have significant benefit.

Universities should examine the AS degree transfer student population and the implications for internal programming. They also should work for program-by-program agreements with community colleges.

Universities should extend the time frame of longitudinal attrition and completion studies of transfer students from the typical five and seven-year periods to over ten years. Findings of universities in other parts of the country, including the City University of New York, have found significant numbers of students completing baccalaureate degree requirements after nine and even eleven years of part-time attendance.

> What strengths and weaknesses do students and the faculty who teach them at a transfer institution attribute to their community college preparation?

The survey results of university students who had transferred from community colleges were consistent, from both the Ford Project perspective and the Florida study perspective. Students tend to identify strengths of the community college to be a supportive, caring environment, contact with faculty, the rigor and level of preparation for the courses, as well as ease of registration. Weaknesses identified tended to be associated with loss of credit because of erroneous academic advisement, limited preparation for library research, and inadequate orientation to the expectations of university life. The faculty in the universities were consistent in criticizing community colleges for not preparing their students for the scholarship expectations of the university campus. Some were critical of the course content taught as well as the emphasis or frame of

reference from which some courses were taught. These criticisms, however, were not substantiated by student perceptions.

Faculty and staff at several of the community colleges felt their faculty had inadvertently begun practices which could be detrimental to transfer students in the future. One practice grew out of the growing popularity of the use of the computer in assisting students in ongoing progress assessment through development of test item banks from which random questions on portions of course work could be provided on an individualized basis. The concern was that such a strategy requires multiple choice type ques oning rather than open-ended, analytic, or synthesis items. Hence, students may inadvertently be conditioned for rote memorization and compartmentalized course fragments rather than having experiences at integrating and synthesizing course work. The Ford study found minority students tend to think in terms of course-by-course completion much like green stamp saving rather than as an integrated program of study. The other concern was that faculty do not provide enough exposure to library research and the research method which is the expectation in the university culture.

Recommendations: Community college and university faculties should collaborate in workshops and related activities which identify barriers to academic success of minority and disadvantaged students. Proposals for use of cooperative arrangements of funding from the state under the Postsecondary Education Cooperation Trust Fund could result in meaningful endeavors. Other funding sources including in-state foundations

which offer another avenue for support of such initiatives.

Community college and university faculty groups should also conduct internal studies and analyses of the potential consequences of instructional practices and methodologies pertinent to learning expectations of the different student clientele served.

> What types of cooperation among urban community colleges, public urban universities, and state coordinating/regulatory agencies offer the most hope for improving the chances of minority and low income students for earning a baccalaureate degree?

The Ford Project as well as the Florida study substantiate that cooperation must exist at all levels, from a demonstrated interest and commitment on the part of the chief executive officers, to a belief and sincerity on the part of upper eschelon administrators together with a genuine desire and willingness on the part of departments and faculty to work with their counterparts. The president of an urban university in the Ford Project flatly declared:

> The future of this university depends upon our transfer student enrollment and therefore it will be a priority when it comes to budget allocation. Those schools and colleges that don't participate can expect to see the consequences in their allotment.

In another university, the faculty instituted a mathematics competency examination requirement for any transfer student seeking admission to the Business School. It soon became obvious that such a practice would be discriminatory against community college transfer students. As a result, the requirement was made of both native and transfer students, thereby achieving the goal for a more uniformly prepared entry

class but providing equity for both transfer and native students. In stark contrast to this situation was the declaration of a vice president of academic affairs in one of the Florida universities:

> Frankly, I don't care what the Articulation Agreement says. If I had a student from Georgia who has a GPA of 2.2 after two years with us and there's a Floridian from the community college with a 3.5 competing for the same seat in our limited access program, I'll assign that seat to our own student.

A final illustration of cooperation can be seen among faculty of the English department in a community college and university in one urban area who agreed not only to require writing samples but also agreed to form joint teams for the purpose of developing the examinations and subsequently scoring them.

Recommendations: State level and institutional level activities aimed at enhancing the "sense of system" in Florida should be retained and intensified. The state of mind required to achieve the fullest benefit from Florida's system of postsecondary and higher education requires understanding, acceptance, and appreciation of the different institutional cultures of the university and the community college as well as the different student cultures which must be accommodated in order for full benefit of Florida's investment to be realized. Periodic joint meetings among the respective state councils of the chief executive officers, chief academic affairs officers, and chief student affairs offices would be one step in fostering the sense of system. Regional meetings of department/division heads of the universities and the community colleges would similarly contribute where mutual problems are addressed.

> What changes or enhancements do the policies, programs, and services of urban community colleges, urban universities, and state coordinating/regulatory agencies offer the greatest hope for improving baccalaureate achievment for minority and low income students?

A different frame of reference emerged from the hypotheses advanced by faculty and administrators in the universities and community colleges in this study. The perception was that "mainstream culture" standards are consistent expectations in postsecondary education institutions; hence students improve their chances to achieve the baccalaureate by recognizing the importance of standard English, use of time, acceptance of authority and a code of conduct.

Recommendations: Policies and initiatives aimed at assisting students to counter such a barrier need to be formulated and carried out within the institutions and throughout the state. The Florida Postsecondary Planning Commission should use the Postsecondary Education Cooperation Trust Fund program to promote such joint university and community college sponsorship, of initiatives from within the minority and disadvantaged populations. The McKnight Foundation sponsored Centers of Excellence which involve the Black churches in fostering basic skills development and instilling educational goals as part of the ministry is illustrative of what can be done at the community and neighborhood levels.

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APPENDIX A

FORD PROJECT OVERVIEW

IMPROVING TRANSFER OPPORTUNITIES

FOR URBAN STUDENTS

CONCEPTUAL OVERVIEW

AND

RESEARCH DESIGN

A report of The National Design Session held March 18-20, 1984 at Arizona. This is a modification of the original report prepared by Dr. Richard C. Richardson, Jr., Principal Investigator at Arizona State.

Louis W. Bender
Florida State University
May 30, 1984

Improving Transfer Opportunities for Urban Students

On January 26, 1984, Arizona State University was formally notified of an award from the Ford Foundation to conduct a study of state policies and procedures, as well as of the priorities and administrative and educational procedures in selected urban community colleges and universities, as these affect opportunities for achieving the baccalaureate degree for students who begin their postsecondary education in an urban community college. Concurrently, Florida State University received an equivalent award to conduct, independently, a similar study. The research proposals called for coordinated development of a design for conducting comparative case studies in each of the participating states. A report will be prepared summarizing the results of each study followed by a synthesis report prepared by the two principal investigators.

The policy issues to be addressed in the two studies include the following:

1. What is/should be the role of state government and its coordinating/regulatory agencies in promoting achievement of the baccalaureate among urban students who begin their postsecondary education in community colleges?
2. What is/should be the role of the urban community college in providing transfer opportunities for their students?
3. What is/should be the role of the public urban university in transforming opportunities in the community college into baccalaureate achievement?
4. How many of the students currently enrolled in urban community colleges possess objectives and previous academic preparation that suggest transfer to a four-year institution is a reasonable and productive course of action?

5. Among those who have the prerequisite objectives and academic preparation, how many actually transfer, and at what stage of their academic careers?

6. How do transfers from urban community colleges perform at a major transfer institution?

7. What strengths and weaknesses do students and the faculty who teach them at a transfer institution attribute to their community college preparation?

8. What types of cooperation among urban community colleges, public urban universities, and state coordinating/regulatory agencies offer the most hope for improving the chances of minority and low income students for earning a baccalaureate degree?

9. What changes or enhancements to the policies, programs and services of urban community colleges, public urban universities, and state coordinating/regulatory agencies offer the greatest hope for improving baccalaureate achievement for minority and low income students?

DESIGN MEETING

The plan for the study presented in the proposal to the Ford Foundation called for two design meetings to be held at Arizona State and Florida State as a first step in adopting a conceptual overview and work plan for the project. Principal investigators from both universities were to attend both sessions. Subsequently, it was agreed by the principal investigators to hold a single design session at Arizona State University, to which all participants in both projects were invited. This session took place March 18 - 20, 1984. While most of the time was devoted to the development of a common conceptual framework and agreement on the information that would be collected for its implementation, a special session was also held to permit Arizona State and its participating institutions, as well as Florida State and its comparable institutions, to engage in individualized planning for implementing their respective studies. The design session was organized and hosted by Arizona State University. The principal investigators from both Florida State

and Arizona State cooperated in planning the session and costs of the session were divided evenly between the two universities. Thus, while some economies in costs and the time of the principal investigators were realized, the intent of improving validation through the conduct of two independent studies was also maintained.

By the date of the design session, the following institutions and their representatives had agreed to participate in the study that will be conducted by Florida State University:

1.	New Jersey	
	Rutgers University - Newark	Lincoln Lawrence Assist. Dean of Newark College of Arts and Sciences
	Rutgers University - New Brunswick	Don Oppenheim Director of Institutional Research
	Essex County College	Scott Drakulich Director of Institutional Research
2.	Pennsylvania	
	Temple University	Janice Sommerville Associate Provost
	Community College of Philadelphia	Jane Grosset Coord. of Institutional Research
3.	Texas	
	University of Texas - Arlington	Elwood Preiss Exec. Assistant to the President
	Dallas County Community College	Lynn Robinson Student Programs Assistant
4.	Florida	
	University of South Florida	Frank Spain Direc. of Community College Relations
	St. Petersburg Junior College	William Law Vice President for Institutional and Program Planning

Also present at the design session from the Arizona study were representatives from Cuyahoga Community College and Cleveland State University, Ohio; University of Missouri and St. Louis Community College; City Colleges of Chicago; Maricopa Community College District and Arizona State University. Invited, but not yet confirmed in writing or in attendance at the meeting, was a representative from Chicago State University. Yet to be invited to participate is a representative from the University of Illinois at Chicago. Based on a conversation with Chancellor Rotella of the Chicago City Colleges, we believe that the two Chicago senior institutions will agree to participate. The Texas case study, while listed under Florida State University above, will be conducted jointly with Arizona State as one additional effort to ensure comparability in the procedures and reports resulting from the two studies.

It was the sense of those taking part in the design session that they would like to meet at the conclusion of the project to review and contribute to the final report. While the project budget did not anticipate such a meeting, several of those in attendance indicated, by show-of-hands, that they believed their institutions would cover the costs of attendance at such a meeting. For Arizona State University institutions, it was agreed that the principal investigator would come to St. Louis for such a meeting, if enough representatives are interested in attending and funds can be found to defray their costs.

THE TRANSFER STUDY AS POLICY RESEARCH

To date, much of the research that has been done has emphasized the rigorous application of statistical procedures to determine whether programs produce their intended results. While such studies have added to our knowledge base, they have been largely unsuccessful in addressing the issues of interest to this project. Field work oriented toward policy analysis has emerged in the last several years as a promising alternative for getting at the larger issues, which govern policy decisions at institutional, state and federal levels. Because policy research is new to many researchers trained in quantitative forms of analysis, and because of the absence of a common consensus about the definition of what constitutes policy research, institutional representatives at the design session asked that a discussion of the methodological guidelines for the transfer study be included in the report of the design session. In addition to complying with this request, the following paragraphs identify several sources that may be consulted for a more indepth treatment of the subject:

Wildavsky[1] defines policy analysis as "...an activity creating problems that can be solved." He continues by noting that policies represent attempts to resolve the tensions between objectives and resources, planning and politics, and skepticism and dogma. But policies produce unintended, as well as intended results, and so arrangements for resolving tensions must be constantly monitored to identify situations where imbalances exist or appear to be developing.

The transfer function of community colleges represents an area where policy decisions currently appear to have produced unintended results. Once considered the primary function of the junior college, predecessor to today's community college, the transfer function now appears to be secondary, at least to career education and perhaps to the function of serving the growing number of part-time adults who are not interested in earning a degree. Current evidence, while not conclusive, suggests that a comparative look at how the transfer function is being implemented in a number of major community college states, can help to provide answers to the policy issues which guide this study.

Murphy identifies field work, also often referred to as "naturalistic inquiry", as an appropriate methodology for answering such questions as: how does a program work, what is really happening, and, are there better alternatives?[2] The question of better alternatives implies the ability of the research to address issues of effectiveness. However, there is full recognition that indicators of effectiveness may have to be developed after entering the field. Murphy's guide, while the best single reference for the methodology governing this study, needs to be qualified by two other references, both important to an understanding of the assumptions undergirding this project.

Blau emphasizes the importance of comparative studies as an important alternative to case studies of single organizations.[3] Comparative studies are necessary to examine the relationships between organizations such as universities and community colleges. Single case studies may be too atypical to form the basis for any policy judgment. Finally, Friere identifies the

importance of cooperation between researchers and practitioners, in both the design of studies and in the interpretation of results to the end, that practitioners accept the role of colleagues rather than subjects in the research.[4]

The conduct of field research requires the collection of at least five types of information:[5]

Context- Information about the state, community and organizational settings of the cooperating institutions.

Essential Program Elements - Types of programs, support services and administrative arrangements that must be understood to draw inferences about performance of the transfer function.

Program Evolution - The dimension of time - over what period and through which changes have current outcomes been influenced?

Strengths and Weaknesses of Current Outcomes- What current outcomes are regarded as strengths, which appear to be problematic?

Areas for Improvement - Which policy decisions at what levels would emphasize program strengths and reduce weaknesses?

The data identified above is collected through three primary methods. The first is "intensive" or "focused" interviewing. This approach attempts to obtain the perspectives of a variety of key individuals (state officials,

institutional administrators, faculty, students) about the questions of interest to the study. The purpose of obtaining multiple perspectives is to try to avoid the bias inherent in relying on a single informant, for example, the director of institutional research or the director of admissions.

The second method of obtaining data is called by Murphy "transient observation"[6] to distinguish it from the more time-consuming and intensive participant observation used by anthropologists. Transient observation refers to whatever information can be collected as a result of relatively brief two or three day site visits.

A final form of data collection involves document analysis. Much descriptive and analytical information is available from institutional publications, reports of studies and print-outs of information available from the institutions' data base. Specific surveys may also be undertaken to develop information of importance to the project and not otherwise available.

During data collection, the researcher engages in analysis and writing. The process is iterative and ongoing. The principal effort is aimed at developing themes or interpretations of the information through categorizing and structuring comparative data. An important part of the process involves testing hunches through consultation with site coordinators.

When a draft report has been written, its contents are shared with site coordinators for two purposes. First, coordinators are asked to verify the accuracy of descriptive information. Second, they are asked to assist in developing the policy recommendations to be advanced in the final report. In

the case of the current study, a meeting will be held to review the final draft of the report and its recommendations before the report is published.

The intent of the preceding paragraphs was to describe field work methodology as it is used generally in the process of policy analysis. Now, we turn our attention back to the specifics of this policy study of progress to the baccalaureate in urban settings by considering first a conceptual overview followed by a work plan and chronology for the study. Finally, we turn to the detailed design to be used in collecting data for the study.

CONCEPTUAL OVERVIEW

Given the intent of policy research, to influence decisions about a particular outcome, the temptation is to proceed without the encumberance of a conceptual framework. This is so for two reasons. First, finding an appropriate framework that illuminates more than it obscures is normally a difficult task. Second, those who make decisions within a political system are notoriously impatient with theoretical formulations that do not seem directly related to the phenomena under consideration.

There are also difficulties with proceeding directly to an investigation of variables without making some attempt to link them to the larger system, of which they are a part. The complexities of studying progress to the baccalaureate for students in major urban areas across state systems of public higher education, argue persuasively in favor of the use of a model to identify variables of importance to this study, and to specify their relationship to one

another. The systems model suggested by Easton[7] has been selected as an appropriate way of conceptualizing the study.

Easton defines a political system as the interactions through which values are allocated for a society. Political systems function within an environment where they are constantly subject to influences or "inputs" which are expressed as demands or supports. These influences cause disturbances which, in turn, require decisions and actions from authorities in order to reduce the stress that results. The decisions and actions of authorities are termed outputs to distinguish them from outcomes which are the consequences of decisions. Or as Easton puts it, "...an output is the stone tossed into the pond and its first splash; the outcomes are the ever-widening and vanishing pattern of concentric ripples."[8]

Figure 1 presents Easton's familiar simplified model of political system[9]

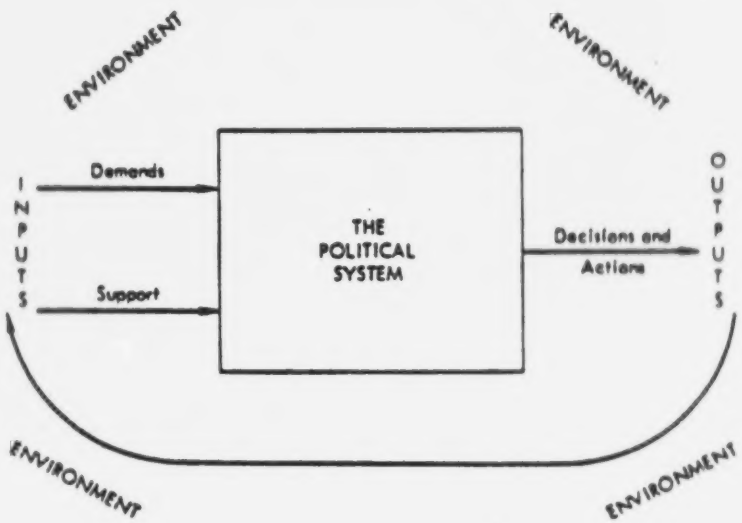

Figure 1

Simplified Model of Political System

Important to the rationale for this study is the concept of a feed back loop. In order to maintain a system by reducing stress when this is required, authorities need two types of informat' . The first involves a description of the general circumstances of the system and of important conditions influencing its environment. The second is information about outcomes as these flow from any specific decisions or actions that have been taken.[10] While part of the necessary feedback is provided by the regulatory structure, evaluative studies of the type described in this Overview can also be useful in helping authorities decide when intervention may be necessary, in terms of a particular phenomena, as well as the type of intervention that may be necessary to adjust outcomes in the direction suggested by environmental demands.

Given this introduction, it is now possible to apply these concepts directly to our concern for improving transfer opportunities for urban students. The study proposes to examine eight states, each viewed as a separate system for providing, among other services, postsecondary education for its residents. While ach of the eight states will have its own unique environment for providing public higher education, all eight states are subject to similar incentives and regulations in the larger national environment of which they are a part. Because our interest focuses on opportunities for students who begin their postsecondary education in an urban community college to earn the baccalaureate, we have further limited the scope of the inquiry to three major actors within each state system. These actors include the state coordinating/regulatory agencies for higher education, the public urban community college and an adjacent public urban university.

Other actors beyond those chosen for study are also important. Private four-year institutions, public four-year institutions outside the major urban center, the public school system, and a variety of other community and state agencies, interact to influence the transfer phenomenon and a good case could be made for including any or all of them in our analysis. Studies with fixed resources and time constraints become more inclusive, however, only at the risk of becoming less intensive. One important limitation of this study is the failure to include detailed consideration for such important actors as the public secondary school.

During the past two decades, postsecondary education has been under pressure in each of the eight states in this study to improve access, particularly for urban areas where many minority students reside. Each of the eight states has created new urban community colleges and urban universities, or expanded existing ones. Incentives for enrolling more students have been offered in the form of enrollment-based funding formulas. The option of expanding without serving urban students has been severely constrained by the absence of authorization for student housing.

Institutional response to these inputs have largely met, or even exceeded, original objectives in terms of number of students served. But, like Easton's expanding pattern of concentric ripples, there have been additional outcomes, unintended, and largely unanticipated. Community colleges have expanded access by broadening mission and now serve objectives and clientele not anticipated at the time they were established. Urban universities and urban community colleges, established as elements of a system for promoting access, have not always seen the necessity for functioning in complementary ways. While

minority students have increased their participation rates through the efforts of urban community colleges and urban universities, they attain the baccalaureate at rates sufficiently different from their majority counterparts as to cause demands upon the system for a re-examination of current policies and practices.

This study then, has been designed as a system analysis of the arrangements existing in eight different states for providing opportunities for attaining the baccalaureate for urban students. In keeping with Easton's model, the study will produce two types of information designed for the use of authorities in participating states. First, the study will describe the key elements of the postsecondary system for urban students as they function in each of the states. Second, the study will identify to the extent possible, linkages between system characteristics and outcomes in the form of baccalaureate degree attainment. In carrying out this second step, two safeguards will be observed to limit the influence of researcher bias. The institutions will be centrally involved in interpreting the existence and direction of linkages. In addition, linkages will be reported with appropriate safeguards to prevent the application of conclusions derived from comparative analysis to specific institutions, except by their own administrators.

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APPENDIX B

AREAS/PROFILES

APPENDIX B

Metropolitan Areas & Institutions In This Study

The uniqueness of Florida's population distribution and composition needs to be understood in order to appreciate its public policy as well as the nature and location of its public community colleges and universities. Unlike most other states, Florida's urban areas are designated by county rather than city boundaries. The 1980 Census revealed that 84 percent of Florida's population live in urban areas even though 46 percent of the population live in unicorporated jurisdictions. While Florida is the nation's sixth largest state, the largest cities, Jacksonville, Miami, and Tampa, rank by size nationally 23rd, 41st, and 54th respectively. Terms such as "Greater Jacksonville," "The Miami Area" and "Tampa-Bay Area" are common, and according to the Bureau of Economic and Business Research at the University of Florida, Floridians don't hesitate to cross city or even county limits for business and services. Of the sixty-seven counties in the state, thirty-six had more than 50 persons per square mile while as many as twenty-three had population densities in excess of 100 people per square mile, much larger than that of the nation as a whole. In 1981, there were 18 Standard Metropolitan Statistical Areas, yet no single urban area dwarfed other areas in population concentration, as is the case in most other states. Only six cities exceeded 100,000 persons with two of these being in Dade County. Cities do not reflect urban concentrations in Florida as well as do metropolitan areas; hence, examination of metropolitan area is

necessary to understand the urban structure of Florida. The two dominant SMSAs are Tamps-St. Petersburg and the Miami areas, each having roughly 1.5 million people in 1980.

The composition of Florida's population is unusual in the disproportionately high percentage of elderly people and the high percentage of Hispanic persons. Persons sixty-five and older constitute over 18 percent of Florida's population compared to 11 percent nationally in 1980. Fourteen percent of Florida's population are Black and 9 percent are Hispanic. Permanent resident aliens in Florida increased in number from 85,999 in 1960 to 325,000 in 1979.

The Areas and Institutions

The following are brief descriptions of the metropolitan areas and the institutions located within them. The population figures are based on the 1980 Census as reported in the Florida Statistical Abstract, 1984, and Florida County Comparisons, 1982. Institutional data are from the SUS Fact Book and the State Board of Community Colleges Management Information System. Additional ethnographic and enrollment data were provided by the Institutional Research Offices of individual community colleges.

Duval County

Duval County, the sixth largest in the state, reported a population of 571,003 in 1980 with a projected growth of 596,786 in 1984 and 649,943 by the year 2000. The County has been designated as the state's fourth most densely populated and within it is the largest city, Jacksonville. Duval is the only county in Florida in which a single city has limits encompassing the entire county. Sixty-nine percent of Duval County citizens

aged 25 years or older complete high school and 25 percent complete four or more years of college. Forty-eight percent of high school graduates enter college, a rate equal to the state average. In 1980, twenty-five percent of the Duval County population was reported to be Black while 2 percent of the population was reported to be Hispanic.

Bordered by the Atlantic Ocean, Duval County encompasses two major waterways, the St. John's River and the Intercoastal Waterway. With automobiles as its leading export, Jacksonville is the state's largest port in terms of value of exports and imports. It is also a center for insurance and banking.

Florida Junior College at Jacksonville: FJC is a comprehensive community college serving Duval and Nassau Counties. In 1983-84, 70,526 students were served by the College's four campuses and 250 off-campus centers. Twenty-five thousand students, with an average age of 26 years, were enrolled in college credit courses. Thirty-two Associate degree programs cover a wide range of academic and technical specialities with additional certificste programs available. The Downtown Campus is situated on a 21-acre tract in the heart of Jacksonville. In addition to college credit transfer courses, the 300,000 square foot facility provides instruction in programs such as building trades, engineering technology, automotive technology, and metal trades. Five miles north of the Downtown Campus is the Geis Marine Center, a waterfront facility offering occupational training in a variety of marine trades. North Campus is located 9.5 miles north of the Downtown Campus on 160

acres and offers a comprehensive mix of specialized programs in addition to the basic general studies courses. The North Campus is the site of FJC's medical and health programs and a 50 terminal modern data processing laboratory which is one of the largest training centers in the Southeast. A mainstreaming center provides college-wide services to disabled students and the College's baseball and track facilities are located at this campus.

South Campus, FJC's largest, is situated 11 miles from the Downtown Campus on 339 acres near the University of North Florida Campus. This campus offers all required basic college courses and a strong academic program. It is the primary center for the arts at FJC and home of the College's musical, theatrical, and visual arts programs. Training programs in criminal justice, law enforcement, and fire science are part of the South Campus curriculum. at this campus with a 2,000 seat gymnasium and 13 tennis courts. Kent campus, the newest at FJC, occupies 38 acres six miles east of the Downtown Campus. In addition to a strong academic program in arts and sciences, the Kent campus has a number of special offerings such as real estate, banking, marketing, insurance, and transportation. A home economics program includes 11 laboratories in areas such as food preparation, interior design, clothing construction, and fashion merchandizing. In addition, a large cosmetology laboratory and the Kent Art Gallery are located at this campus. An extensive offering of evening classes is provided in as many as 250 centers throughout Duval and Nassau Counties in convenient locations such as secondary and elementary schools, churches, business firms, hospitals, and other

institutions.

The University of North Florida: UNF was established in 1972 as an upper division and graduate institution serving a commuter population. Today, UNF is a comprehensive university with residence halls and lower division programs. Academic offerings are located in three colleges and three divisions. Within the College of Arts and Sciences are the Departments of Fine Arts, History, Language and Literature, Mathematical Science, Natural Science, Political Science and Sociology, as well as Psychology. The College of Business Administration consists of the Departments of Accounting and Finance, Economics, Business Administration, Transportation and Logistics, as well as a Division of Studies in Economics and Business. The College of Education and Human Services is comprised of the Division of Curriculum and Instruction, The Division of Educational Services and Research, and the Division of Human Services.

In 1984-85, UNF admissions standards for entering freshmen were 14 high school academic credits in college preparatory courses with an overall "C" average and combined SAT score of 840 or a composite score of 17 on the ACT. Some AS degree students qualify for admission under Special Program-by-Program Articulation Agreements between UNF and selected community colleges. AA degree transfers are covered by the state's Articulation Agreement, while transfers with fewer than 60 hours are required to meet the freshman admission standards.

Academic standards of progress include probation and suspension with undergraduates being placed on academic probation

and referred to an academic adviser if they fail to earn a cumulative or term average of 2.Ø after attempting a cumulative total of 15 or more credit hours. If the average falls below 2.Ø the next term, the student may be denied enrollment in the form of suspension. Readmission to the same program is contingent upon written recommendation of an adviser and department chair. Enrollment into a different major requires a petition and recommendations from the new adviser and department chair.

The median age of the UNF student body is 29 and 25 percent attend on a part-time basis. In 1983-84, the ethnic distribution of the student body included 1 percent Asian, 7 percent Black, 1 percent Hispanic, and 86 percent White. Ninety-five percent of the new undergraduate student population were transfers from Florida's community colleges because at that time, UNF had no lower division enrollment.

Orange County

Orange County, the seventh largest in the state, reported a population of 471,Ø16 in 198Ø with a projected growth to 533,923 in 1985 and 7Ø6,444 by the year 2ØØØ. Orange County is the seventh most densely populated of the state's counties and within it is the seventh largest city, Orlando. Seventy percent of Orange County citizens aged 25 years or older had completed high school and 16 percent had completed 4 or more years of college according to the 198Ø Census. Forty-nine percent of high school graduates enter college, a rate slightly higher than that of the state. In 198Ø, 15 percent of Orange County's population was reported to be Black while 4 percent was reported to be

Hispanic. Located in the center of the state, Orange County is home of the famed Walt Disney World and Epcot Center, thereby placing the county as the highest in the state for automobile tourism. In addition, Titusville, home of the Kennedy Space Center, is about 40 miles east of Orlando.

Valencia Community College: VCC is a four-campus institution providing comprehensive programming to over 43,000 central Florida residents each year. The West Campus is located on 180 acres in the western section of the County and East Campus is located on 80 acres in the east. Open Campus operates from the Downtown Center as it provides courses and programs at more than 130 locations to residents of Orange and Osceola Counties. VCC awards AA and AS degrees and certificates in programs ranging from international/intercultural education, agriculture and business to pre-law and pre-veterinary medicine.

The standards of progress are identified by academic warnings, academic probation and academic suspension. Warnings are issued to students who have less than a 2.0 and/or do not complete 50 percent of their course work each semester. Students are placed on academic probation when the GPA falls below 2.0 and they do not complete 50 prcent of course work for two consecutive terms. If academic probation was not removed after completing 24 semester hours, the student would be placed on suspension for the following academic term. Students may not re-enroll without the approval of the Provost. Academic dismissal occurs if a student on a second probation does not meet the College's academic standards.

University of Central Florida: UCF is located 13 miles from downtown Orlando on 1,227 acres. It is a residential and commuter institution offering baccaluareate degrees in arts and science, engineering technology, fine arts, business administration, engineering science, nursing, and in addition, offers 15 Masters and 2 Ph.D. degree majors. Upper division programs and graduate courses are offered at area campuses in Cocoa and Daytona Beach. The Brevard Campus, located on the Brevard Community College Campus, is a new 4.8 million dollar facility housing the BCC/UCF Lifelong Learning Center. Degree programs are linked to the lower division curriculum of BCC leading to an AA degree, with upper division baccalaureate courses provided by UCF. A fourth campus, UCF South Orlando Campus, offers required courses in all of its undergraduate majors as well as courses in vocational education and graduate engineering.

Admission standards for entering freshmen require completion of 16 high school academic units for Fall, 1986, and the applicant must have earned a minimum GPA of 2.6 with a minimum SAT score of 900 or a composite ACT score of 21. Students with a "B" average whose scores fall below the minimum may be admitted if they have completed a college preparatory curriculum in high school. Applicants who do not meet these entrance standards are referred to the University Admissions and Standards Committee for Review. It may be recommended that a student attend a Florida community college before re-applying to UCF.

Community college transfer students who earned fewer than 60 hours must have at least a 2.6 GPA in all academic college work

attempted and a 2.0 at the last instituition attended. Academic standards are indicated by warnings, probation and first and second suspension. An academic warning is a term used when the institution admits a first-time-in-college student who has not met the regular amissions standards. The warning is for one semester only during which the student must obtain a 2.0 or better. If the student fails to do so, academic probation results. First suspension is given to a student on academic probation who does not reach a 2.0 GPA. A student who is disqualified under first suspension may not enroll at the university for two semesters following disqualification. Re-admission is contingent upon the student's submission of an application supported by a letter stating the reasons for previous academic difficulties and plans for attaining a 2.0 GPA. A student re-admitted following first suspension who fails to achieve a 2.0 GPA is excluded from the university and will not be reconsidered for one year following the second suspension.

The median age of the UCF student body is 23 and forty percent attend on a part-time basis. In 1983-84, the ethnic distribution of the undergraduate student body included 2 percent Asian, 4 percent Black, 4 percent Hispanic, and 87 percent White. Forty percent of the new undergraduate student population were transfers from Florida's community colleges.

Hillsborough County

Hillsborough County is the fourth largest county with a 1980 population of 646,960 and a projected growth rate of 723,854 in 1985 and 923,090 by the year 2000. The County has been

designated as the state's fifth most densely populated and within it is the third largest city, Tampa. Sixty-six percent of Hillsborough County citizens aged 25 years or older have completed high school and 15 percent have completed four or more years of college. Forty percent of high school graduates enter college, a lower percentage than the state figure of 48 percent. In 1980, 13 percent of the Hillsborough County population was reported to be Black while 10 percent was reported to be Hispanic.

As one of the state's ten major ports of maritime trade, the Tampa Bay Area is the state's principal phosphate port. It exports the most cargo by weight of any port in Florida, and it is predicted that the amount of bulk cargo such as phosphate will increase steadily to the year 2,000.

Hillsborough Community College: HCC operates on four campuses throughout the County as well as at many satellite centers. The Dale Mabry Campus is the oldest and largest of HCC's campuses. It houses two classroom buildings, a library, a gymnasium and sports complex, and a mall facility composed of 22 modular-type buildings. The Gordon Keller Education facility is the site of HCC's administrative offices and some health related programs. The Plant City Campus is located on 80 acres in east Hillsborough County and serves a rural constituency. Most general education courses are available at this campus including science laboratories. Located in the heart of Tampa's Latin Quarter District, the Ybor City Campus distinguishes itself as a true "inner city" campus. It offers curriculum specialties in business management, fine arts, public service, computer

programming, and law enforcement areas.

Standards of academic progress at HCC involve academic warnings and dismissal. A student with a cumulative GPA less than 1.5 with no previous consecutive warnings is given an academic warning. If the student fails to raise the cumulative GPA to 1.5 or above in the next term of enrollment, a final academic warning is issued. A student must then attain an overall cumulative GPA of 1.5 or better and a currnt GPA of 7.1 or better to avoid being disqualified. A disqualified student must appeal to the Academic Standards Committee for re-admittance. Until the 1.7 GPA is attained, the student will remain disqualified and must make appeal to enroll each term.

University of South Florida: USF is a comprehensive, metropolitan, four-year undergraduate and graduate research institution. In addition to its main campus in Tampa, regional campuses are located in three other counties, one of which is Pinellas County. The Pinellas Campus is located on a deep water port and provides research and instructional opportunities in marine science/oceanography. The USF mission statement describes the university as one with a "metro mission" to serve the state with programs offered in a large metropolitan center. USF offers academic programs in eleven colleges including arts and letters, business administration, education, engineering, fine arts, medicine, natural sciences, nursing, public health, social and behavioral sciences, as well as an Honors College on the Sarasota Campus known as New College. Degrees are offered in over 90 undergraduate academic areas, 80 graduate majors, and 16 Ph.D. programs.

For entry to the Fall, 1986 freshman class, applicants will have completed successfully 17 academic units in high school with at least a 2.0 GPA, a minimum SAT score of 850 or a composite ACT score of 18. In the Fall of 1987, two units of foreign language will also be required.

Academic standards at USF will require a student to maintain a cumulative GPA of 2.0. Otherwise the student is placed on academic probation for the following semester. If the cumulative GPA has not been raised to a 2.0 at the end of that term, the student is dismissed and may not enroll for one semester. Upon returning to school, the student has two terms to raise the cumulative GPA to 2.0 but must earn at least a 2.0 the first term upon returning.

The median age of the USF student population is 23 years with 47 percent of the student body attending part-time. Median age of students attending the St. Petersburg campus is higher than that of the main campus because it offers upper division courses only. In 1983-84, ethnic composition of the USF student body included 1 percent Asian, 4 percent Black, 6 percent Hispanic, and 86 percent White. The percentage of transfer students from Florida community colleges in the new undergraduate population was 30 percent.

St. Petersburg Junior College: SPJC, founded as a private non-profit institution in 1927, is now one of twenty-eight public community colleges in Florida. It operates two campuses in Pinellas County, one in St. Petersburg and one in Clearwater. In addition, it operates a Center in Tarpon Springs and a Health

Education facility at Pinellas Park. Future plans include a campus to be located in Seminole County.

SPJC offers the Associate in Arts degree for university transfer as well as numerous AS degrees in specialized occupational fields. Academic standards of progress include probation, suspension and dismissal. Academic probation is assigned to a student who fails to maintain a minimum 2.0 GPA after completing 7 semester hours. A student on academic probation is restricted to 9 academic hours and must maintain a GPA of 1.5. Students must remain on probation until a cumulative GPA of 2.0 has been achieved. If a student on probation falls below a 1.5 GPA, the student will be suspended at the end of that term and is ineligible to enroll for one term. If a suspended student returns but fails to earn a GPA of 2.0, dismissal will follow after which no enrollment can occur for one academic year.

Dade County

Dade County has the largest population in Florida with 1,625,781 reported in the 1980 Census and a projected population of 1,791,963 in 1985 and 2,045,438 by the year 2000. The county has been designated as the third most densely populated in the state and within the county three cities are listed among the states eight largest. Dade County ranks first in employment in the areas of construction, trade, services, and manufacturing.

Sixty-four percent of Dade County citizens aged 25 and older completed high school and nearly 17 percent had completed four years or more of college as reported in the 1980 Census. State percentages were 67 percent and 15 percent respectively. Sixty-

one percent of public high school graduates in Dade County enter college, a higher percentage than the state figure of 48 percent.

Dade County is known for its diverse, multi-ethnic population. The 1980 Census reported 17 percent of the county's population were Black while 36 percent were reported as Hispanic.

Miami-Dade Community College: MDCC enrolls approximately 60,000 students on four major campuses throughout Dade County. North Campus is located on a 245-acre site in the northern part of the county while South Campus occupies 185 acres 23 miles to the southwest. A limited acreage campus, Mitchell Wolfson New World Center Campus is located in the heart of Miami's business community. The newest Miami-Dade campus is the Medical Center Campus which is part of Miami's medical center complex surrounding Jackson Memorial Hospital.

The division of Open College offers credit and non-credit courses through a multi-media system of television, radio, cassette tapes, and independent study. Designed to make college level instruction available to busy self-directed students, Open College courses are academically equivalent to those offered on the main campuses.

Sixty percent of the student population at MDCC attend on a part-time basis. The 1983-84 total advanced and professional enrollments and vocational enrollments of students having completed a minimum of 15 credit hours included ethnic representation of 14 percent Asian, 1 percent Black, 48 percent Hispanic, and 30 percent White. Developmental enrollments included 1 percent Asian, 18 percent Black, 45 percent Hispanic and 19 percent White.

Standards of academic progress have been established at the College. Academic warnings are given to students attempting 7 to 16.9 credits with less than a 1.5 cumulative GPA as well as to students registered for 17 to 19 credits with earned credit for fewer than half of the work attempted. Academic probation is given to students attempting 17 to 19.9 credits with less than a 1.5 cumulative GPA. Academic warning and probation students will have limits placed on their hours taken and must take three or more hours of intervention. Academic suspensions are given students attempting 30 or more credits with less than a 1.5 cumulative GPA or students registering for 45 or more credits with earned credits in fewer than half. Suspension requires a student to discontinue enrollment through the next academic term.

MDCC operates an English Language Institute at North and South Campuses as well as an Intensive English Training program at the New World Center Campus. These Centers provide intensive training for international students and community residents whose native language is not English. Following completion of the Institute program, students may enter the appropriate level of English as a second language course. Miami-Dade awards the Associate in Arts, Associate in Science and Associate in General Studies degrees. Students must meet requirements in their specific program as well as complete an approved program with 62 or more credits in courses numbered 1000-2999, including the General Education Core courses, and earn a 2.0 GPA in the same 62 credits. Majors are offered for the Associate in Arts or university parallel/transfer program in 67 areas ranging from

agriculture and American studies to tourism/travel and pre-veterinary medicine.

Florida International University: FIU enrolled its initial student body in 1972 serving 6,000 upper level undergraduate and graduate students. In 1983-84, 14,868 undergraduate and graduate students enrolled. The original Tamiami Campus occupies 344 acres in west central Dade County. The Bay Vista Campus, opened in 1973, is located on 200 acres in northeastern Dade County. The proximity of this college to Broward County, the second most densely populated county in the state, enables FIU to serve the educational needs of Dade and southern Broward County residents. FIU is collaborating with Florida Atlantic University to provide access to students in that area. In addition, complete academic programs and supplemental courses are offered at Broward Community College for the Downtown Fort Lauderdale area.

In response to the diversity and projected growth of the metropolitan areas to be served, FIU's mission includes a response to emerging needs in the areas of international business, high technolgy industry, health and social services, as well as the public schools. A second focus of the institutional mission is FIU's international commitment which resulted in 35 agreements reported between the university and Latin American or Caribbean institutions in 1983. In addition, activities in international banking and finance exist with European Centers.

The median age of the student body of FIU is 25 years and 62 percent of the students attend part-time. In 1983-84, the ethnic distribution of the student body included 2 percent

Asian, 7 percent Black, 39 percent Hispanic, and 41 percent White. Forty-four percent of the new undergraduate student population were transfers from Florida's community colleges.

FIU offers academic programs and courses at the Bachelors, Masters, and Doctorate levels. Bachelors and Masters degrees are offered in the Colleges of Arts and Sciences, Business Administration, Education, Engineering and Applied Science, Hospitality Management, as well as Public Affairs and Service. A Bachelors degree (BSN) is offered in the School of Nursing, and doctoral level study is available in Education, Computer Science, Public Administration, and Psychology.

FIU admissions standards are higher than those required by the Board of Regents. An overall "B" average in academic courses and a total score of 1,000 on the SAT or a composite score of 23 on the ACT are among the admissions requirements. Standards of progress policies for undergraduates include academic warning, probation and dismissal. A warning occurs when a student's GPA falls below 2.0; probation occurs when a student on warning has a GPA below 2.0; and the college/school of the student may establish conditions which must be met to continue to enrollment. Dismissal follows when a student on probation has a cumulative and semester GPA below 2.0. Dismissal from the University is for a minimum of one year, after which the student may apply for readmission.

APPENDIX C

FLORIDA PROJECT PARTICIPANTS

IMPROVING TRANSFER OPTIONS FOR URBAN STUDENTS

A JOINT STUDY BY ASU AND FSU SPONSORED BY THE FORD FOUNDATION

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FLORIDA STATE UNIVERSITY
AND
FLORIDA POSTSECONDARY PLANNING COMMISSION

The Improving Transfer/Baccalaureate
Opportunities for Urban Students Project

Notes on June 19th Florida Planning Meeting

I. ATTENDEES

All four universities and five community colleges were represented. A list of attendees is attached to these notes.

II. SESSION A

The morning session included comments from Dr. Bruce Tuckman, Dean of the College of Education and Dr. Richard Hulet, Chairman of the Department of Educational Leadership. The primary purpose of the morning session was for background and overview information. Lou Bender described how the Ford Foundation project involving a joint national study by Florida State University and Arizona State University was originally proposed and approved by the Ford Foundation. Dr. Tom Furlong explained how the Florida project grew out of the interest of the Postsecondary Education Planning Commission in the transfer/baccalaureate success of urban students and the request to combine the statewide study in Florida with the National Ford project.

Dr's. Frank Spain and Bill Law then provided background information and observations on the national design meeting held in Tempe, Arizona in March. A report of that session as well as a copy of the original FSU/ASU proposal through the Ford Foundation had been sent to all participating institutions in advance of our June 19 meeting. Therefore, the Tempe report became the focus of the group for the remainder of the morning session and then was used for the afternoon work session.

III. SESSION B

Following greetings from Dr. Dave Spence, Executive Director of the Postsecondary Education Planning Committee, the group reviewed

the data and information requirements at the state, university, and community college levels which had been identified during the Tempe design meeting. There was concensus that all of the data identified could be assembled through the MIS and related institutional documents or state MIS.

The group did not feel the commitment should be made at this time as to any specific survey of enrolled students although there was agreement that it could be carried out through a Fall administration to selected classes. Lou Bender is to secure copies of the instrument developed out of the Texas/Ohio forms which will be examined by Arizona State University for possible use with its study. That will be mailed to all participants of the June 19th meeting as soon as Bender has it.

Dr. William Merwin, Vice President for Academic Affairs at the University of North Florida and Bill Law, Vice President for Institutional and Program Planning at St. Pete Jr. College each volunteered to carry out an analysis of the data files sources and then design a format for the universities and the community colleges in collecting the data identified in the outline. Bender will be responsible for the state level policy information but will be assisted by Tom Furlong at the Division of Community Colleges and a yet to be designated representative from the Board of Regents.

It was agreed that site visits for interviewing will be delayed until mid or late fall term in order to be sure that the data collection is complete and does not impinge upon the reporting peak periods of the respected institutions' date reported offices.

It was also agreed that the group will hold another meeting in the late fall term after the data reporting process is complete. It was further agreed that the group will receive draft copies of proposed reports by Bender and have an opportunity for imput at all stages and phases of the project. There was a definite concensus that June 30, 1985 should be the target deadline for completion of the Florida Project.

FLORIDA STATE UNIVERSITY

and

FLORIDA POSTSECONDARY EDUCATION PLANNING COMMISSION

Improving Transfer/Baccalaureate Opportunities
for Urban Students Project

Florida Planning Meeting, June 19, 1984

SESSION A: Dean's Conference Room, 206 Stone Bldg., 10:00 a.m.

I. Introductions

II. Welcome: Dr. Bruce Tuckman, Dean

III. Ford Foundation Project Overview: Dr. Lou Bender

IV. The Florida Project: Dr. Tom Furlong, Assoc. Exec. Director, Div. of Community Colleges.

V. The Tempe Design Meeting; Reports: Dr. Frank Spain, Univ. of South Florida and Dr. Bill Law, St. Petersburg Jr. College.

Lunch: MICCO Room, Student Union

SESSION B: Continue in MICCO room.

VI. Greetings: Dr. Dave Spence, Exec. Director, Postsecondary Education Planning Commission

VII. Design For Florida: Dr. Lou Bender

3:30 p.m. - Adjourn

June 19th Ford Foundation Meeting (206 Stone Bldg.) Dr. Bender
10:00 - 2:30 PM

Name	Attending
Roy McTarnaghn FSU-System Vice Chancellor for Acad. Prog. 488-7702	No
David Spence Exec. Director Postsecondary Education Dept. of Education 488-7894	Susan Chalfant
Tom Furlong State Bd. of Community Colleges Collins Bldg. Room 310 488-1721	Yes
Terrance Kelly VP of Education Miami Dade Community College (305) 596-1345	Dr. Jeff Lukenbill
Steven Altman Academic Vice President Florida International University (305) 554-2151	Dr. Clair T. McElfresh Dean of Undergrad. Studies
David Evans Executive Vice President Valencia Community College (305) 299-5000	Dr. Tom Ribley Asst. to Executive VP
Leslie Ellis University of Central Florida VP for Academic Affairs (305) 275-2000	Dr. Ralph Boston High Schools & Comm. Colleges
William Merwin VP for Academic Affairs University of North Florida (904) 646-2666	Yes
Timothy Lightfield Assoc. VP for Educational Serv. Fla. Junior College at Jacksonville (904) 632-3245	Dr. Eric Mills Dean of Occupational & Adult Ed.

Name	Attending
Frank Spain Direc. of Comm. College Relations University of South Florida (813) 974-2011	Yes
William Law VP for Institu. & Prog. Planning St. Pete Junior College (813) 546 0021	Yes
Leo Diaz Academic & Support Serv. Hillsborough Community College (813) 879-7222	Yes
Dr. Richard Hulet (FSU)	Yes
Jon Rogers (FSU-Graduate Assist.)	Yes
Dr. Louis Bender (FSU)	Yes
Dean Bruce Tuckman (College of Education	Yes

State of Florida
Department of Education
Tallahassee, Florida
Ralph D. Turlington, Commissioner
Affirmative action/equal opportunity employer

FLORIDA: A STATE OF EDUCATIONAL DISTINCTION. "On a statewide average, educational achievement in the State of Florida will equal that of the upper quartile of states within five years, as indicated by commonly accepted criteria of attainment."

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